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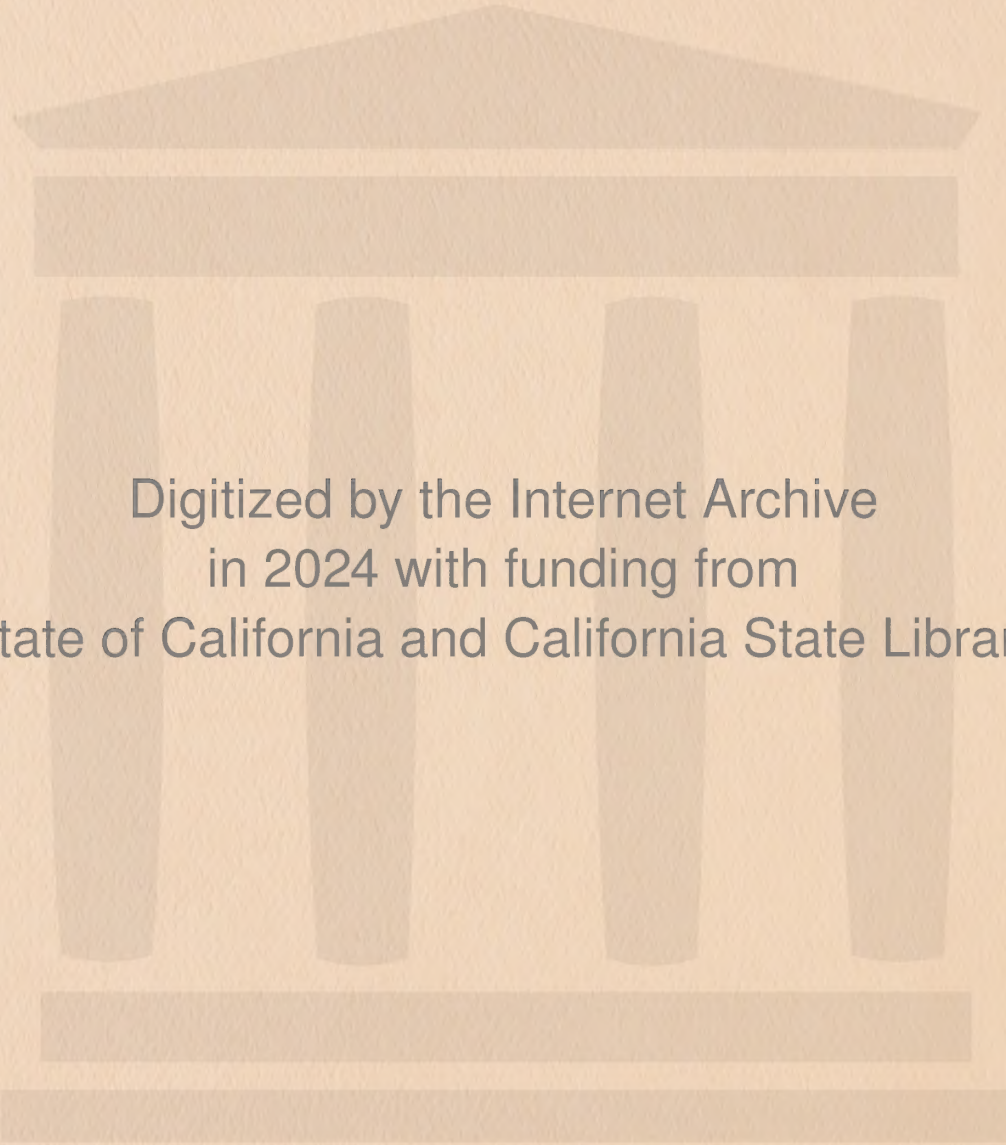
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PHASE I REPORT

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DOWNTOWN BERKELEY - PHASE I PLANNING

JUN 1986

PLANNING DIVISION

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INTRODUCTION

Each day over ten thousand people come to Berkeley's Downtown to work, shop, attend plays and movies, and patronize restaurants. Many others pass through Downtown on their way to school and work. Yet this critical activity center faces problems of litter, congestion, commercial vacancies and a poor visual image. The Downtown Plan will outline the vision that Berkeley has for this important part of the City and will guide development for the next 15 to 20 years in accordance with that communal vision. The Plan is an essential part of the process of enhancing and improving the environment of the Downtown, both physical and social/economic. It is necessary because the current guidance provided for development in the area, through the existing Master Plan and accompanying Zoning Ordinance, does not provide enough detail to be of assistance to the decision makers, the Planning Commission, Board of Adjustments and the City Council. The lack of detail coupled with an uncertainty over the future vision portrayed by those policy documents, has led to a reactive case-by-case planning process which has both been divisive in the community and has led to a less than ideal use of limited City staff resources. It is anticipated that the Plan will serve to unify the common vision, provide guidelines for developers and staff, and assist in the work to make Downtown a better place for its many users.

The Planning Commission is providing the overall guidance during the preparation of the Downtown Plan, and in fact has the ultimate responsibility for both the process, the development of the plan with public input and comment, and the content of the actual Plan itself. At

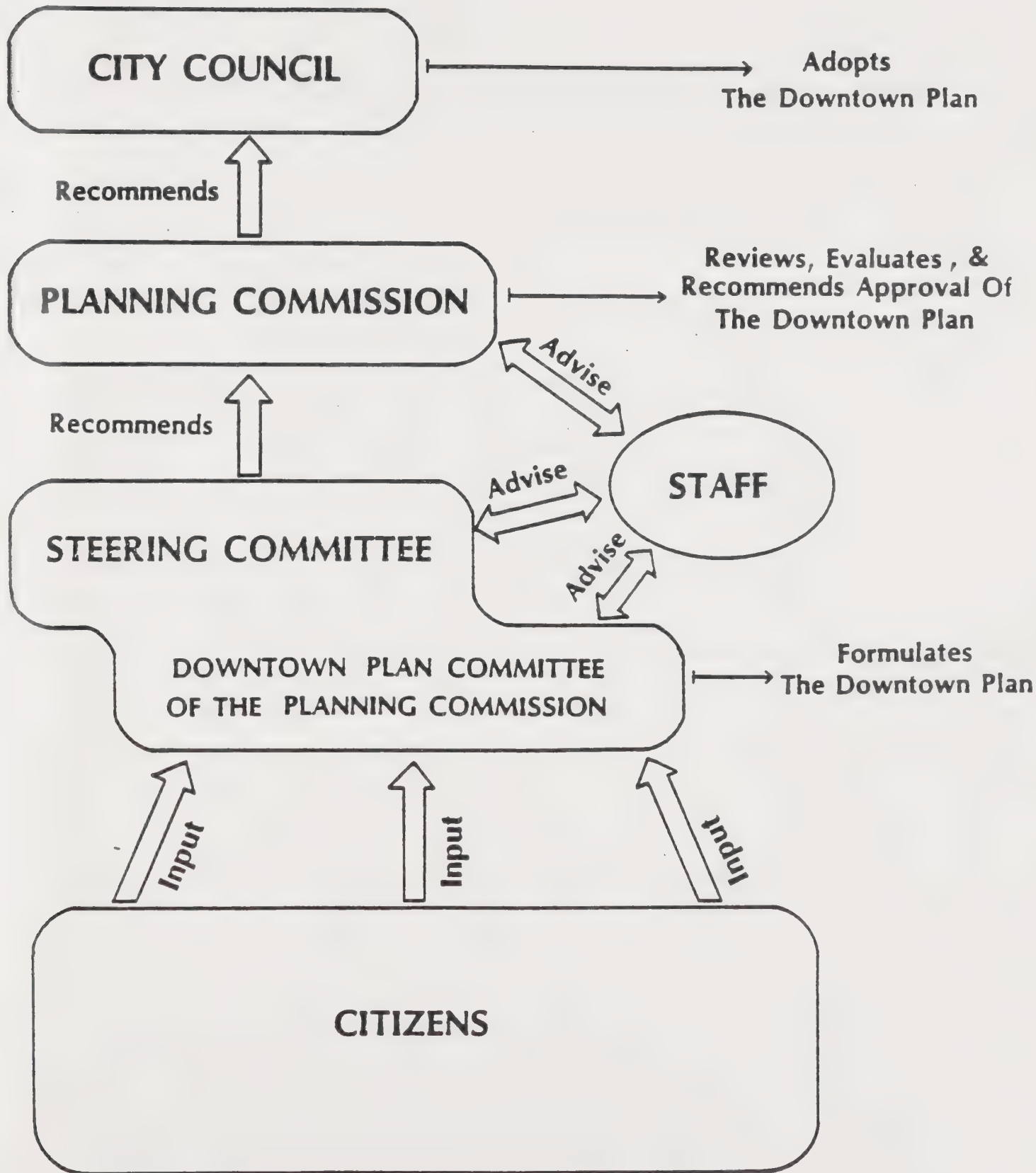
the center of the process has been the Downtown Plan Committee of the Planning Commission, a subcommittee of community representatives. Following the guidelines set forth in the Neighborhood Area Plan Development process of the Citizen Participation Element of the 1977 Master Plan, with slight variations necessitated by the fact that the Downtown is of interest to more than just the residents of the area, the Committee represents persons and interests who will be affected by the Plan. Participants represent such diverse groups as the various neighborhoods around the Downtown, the Chamber of Commerce, the Board of Realtors, Berkeley Architectural Heritage, the High School, the University of California and its students, Urban Ecology, AC Transit, and various City Boards and Commissions (a complete list of the participants is attached in Appendix A). This committee has met regularly and has provided for a free exchange of ideas and concerns and a high degree of citizen participation in the process. In addition, two successful community forums have provided the opportunity for a wider segment of the interested population to have input into the preparation of the Plan. The first, held early in the process, provided the public opportunity to express what they liked and didn't like about the Downtown and to state concerns about what should, and shouldn't be changed through the Plan. The second forum provided an opportunity for the public to respond to the "Common Framework for the Plan", developed by the Committee and outlined in detail in Section IV. It is anticipated that the pattern of community input and involvement in planning for the Downtown will continue throughout this planning process and into the implementation stage to insure that the vision for downtown that emerges from this effort becomes a reality.

DOWNTOWN

HISTORIC PERSPECTIVE To Be Completed At A Later Date



DOWNTOWN



I. LAND USE - THE AREA

The Downtown Plan Study Area includes about 20 blocks and is generally bounded by Martin Luther King Jr. Way, University Avenue, Oxford Street and Durant Avenue, with the specific boundaries outlined on the map in Section A. Within this area subareas have been defined for planning purposes; these are also shown on the same map.

The area has been functioning as the Central Business district for the City of Berkeley for over 50 years and has retained much of the character of an older CBD while incorporating many changes in recent years. The resulting mix influences much of the distinctive character of the area and provides many of both the opportunities and the constraints for any planning effort for this area. The following information represents both a summary of some of the existing data gathered during the planning process and the Condition/Issue statements from the Downtown Plan Committee, organized into the six elements proposed for the final plan.

A. LAND USE

The downtown land use survey (September 1984) determined land use patterns and, by comparing current land use with records from 1968, identified trends that are changing Downtown Berkeley's composition.

Sixteen blocks and four portions of block comprise the Downtown Berkeley Study Area. The survey identified a total of 3,826,946 square feet of built space (including open lots), and subdivided it according to five land use categories, commercial, office, residential (including hotels), auto related, and institutional (including University of California property).

Office space is the major land use in the downtown, and constitutes 35% of the total amount of built space. Commercial activity accounts for 26% of the total, followed by auto parking and services (17%), residential (12%), and institutional use (13%). These figures included recently completed projects, but do not include proposed projects.

Privately owned office space accounts for 892,009 square feet, 23% of the downtown's total built space. A considerable amount of this office space, 18% of the total, is currently under construction or has been constructed recently. The remaining publicly occupied office space, 454,007 square feet, includes a significant proportion of space that is leased by the tax exempt University of California.

Since 1968, non-institutional office space has increased in downtown by 123%, from 399,717 sq. ft. to 892,009 sq. ft. in 1984. The increase of 492,295 sq. ft. represents the greatest amount of growth in any of the land use categories. The 1968 figures do not show any appreciable change in the amount of publicly or University of California owned office space.

Commercial Space

Retail space is the most predominant commercial land use, and accounts for 14% of the total amount of built space. Food serving establishments constitute 4% of the total, followed by banking and financial activities (3%), other services (2%) and entertainment (2%). Since 1968, downtown commercial space has increased by 27%, with an additional 216,918 square feet creating a total of 1,007,954 square feet in 1984.

Residential Space

Including the predominantly residential downtown hotels, 435,182 square feet of residential space comprise 12% of the total amount of built space downtown. Comparison with 1968 data shown a net decrease in downtown residential space of almost 13%.

Auto Related Space

Auto related activities , 633,207 sq. ft., comprise 17% of the total built space. Twelve percent of the total are downtown parcels with parking as the predominant use. (This figure does not include small, privately owned and used parking lots that are part of larger parcels with other predominant uses.) Land currently used for parking, but slated for more intensive development and a subsequent potential reduction in parking accounts for 63,815 square feet of parking, which is 11% of the downtown parking space.

Institutionally owned parking and servicing constitutes only 2% of the total built space (75,607). Auto related services, such as repair shops and gas stations, occupy a roughly equal amount. Since 1968, the amount of parking space has not changed significantly, but auto related services and supply have declined almost 39% from 142,198 square feet in 1968 to 89,923 square feet in 1984.

Institutional Space

No appreciable change in the amount of institutional space has occurred between 1968 and 1984. Public utilities buildings, libraries,

schools and other like uses continue to occupy 10% (404,517 square feet) of the total built space.

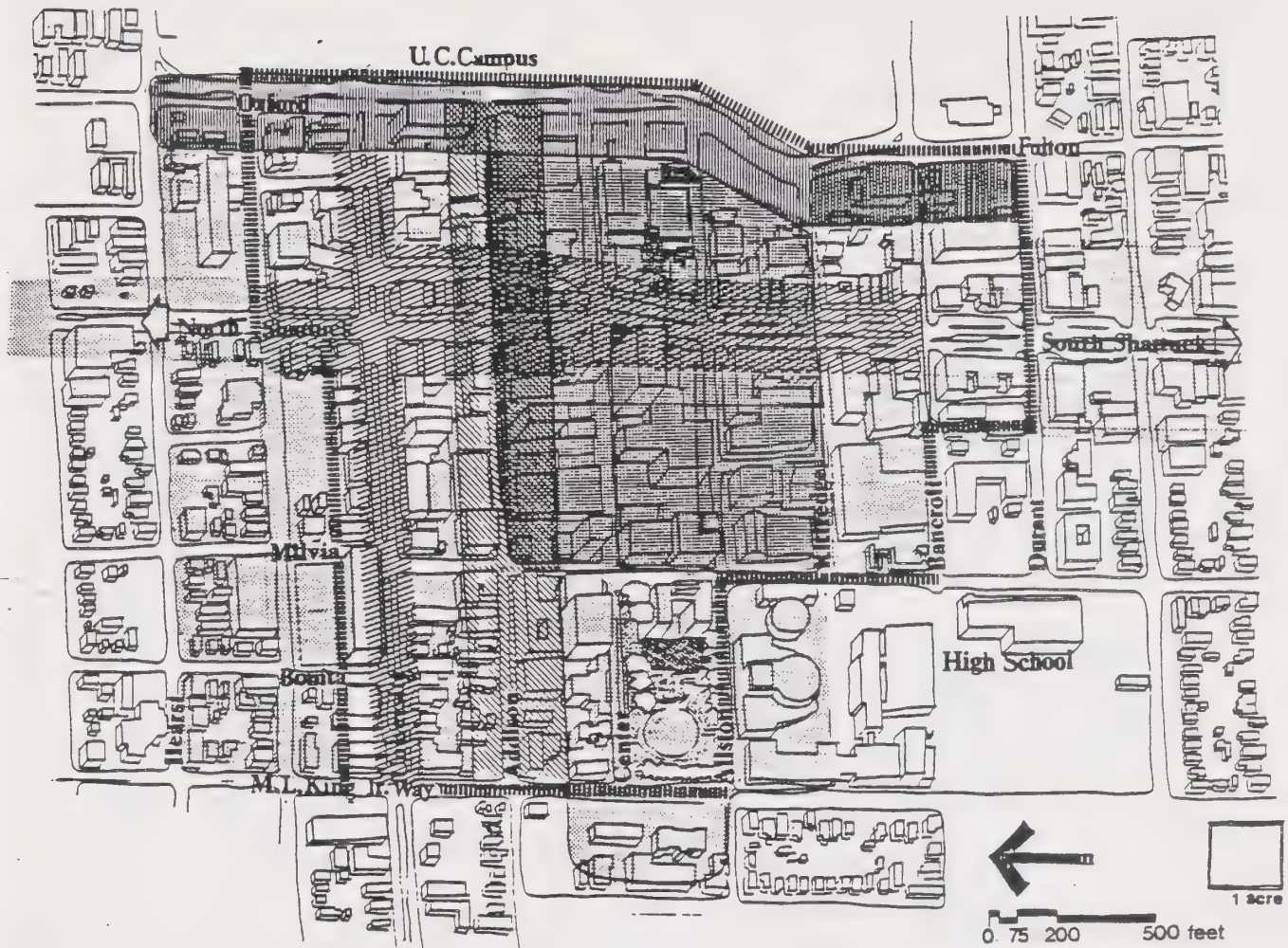
Future Development

The land use categories discussed currently include properties for which development projects are proposed but not finalized. Including projects that have a high probability of construction within the appropriate land use categories would add approximately 452,000 square feet of space to downtown, an increase of over 11% of built space. This proposed construction is predominantly office space (341,500 square feet) but also includes plans for a 100,000 square foot hotel and 10,500 square feet of retail space.

Housing

There are 723 year round housing units in the downtown study area. Of these 12% are single units at one address. There are 513 units of housing that are located in buildings that have ten or more units at one address. Of the housing units in the downtown study area, less than 1% (10) are owner-occupied. Renters comprise 77% (674) of the study area population. Year round housing units have a average (mean) of 2.5 room per unit.

The average rents in the study area are \$189.00 per month. However, the highest rents, \$345.00 per month, are for the units at the retirement hotel. When both owner and renter occupied categories are combined, there are 26 overcrowded housing units, that is, ones with 1.01 or more persons per room.



OXFORD STREET EDGE



DOWNTOWN CORE AREA



SHATTUCK AVENUE RETAIL DISTRICT



UNIVERSITY AVENUE RETAIL DISTRICT



ADDISON STREET DISTRICT



OTHER PLANNING SUB-AREAS

North Shattuck

South Shattuck

West edge

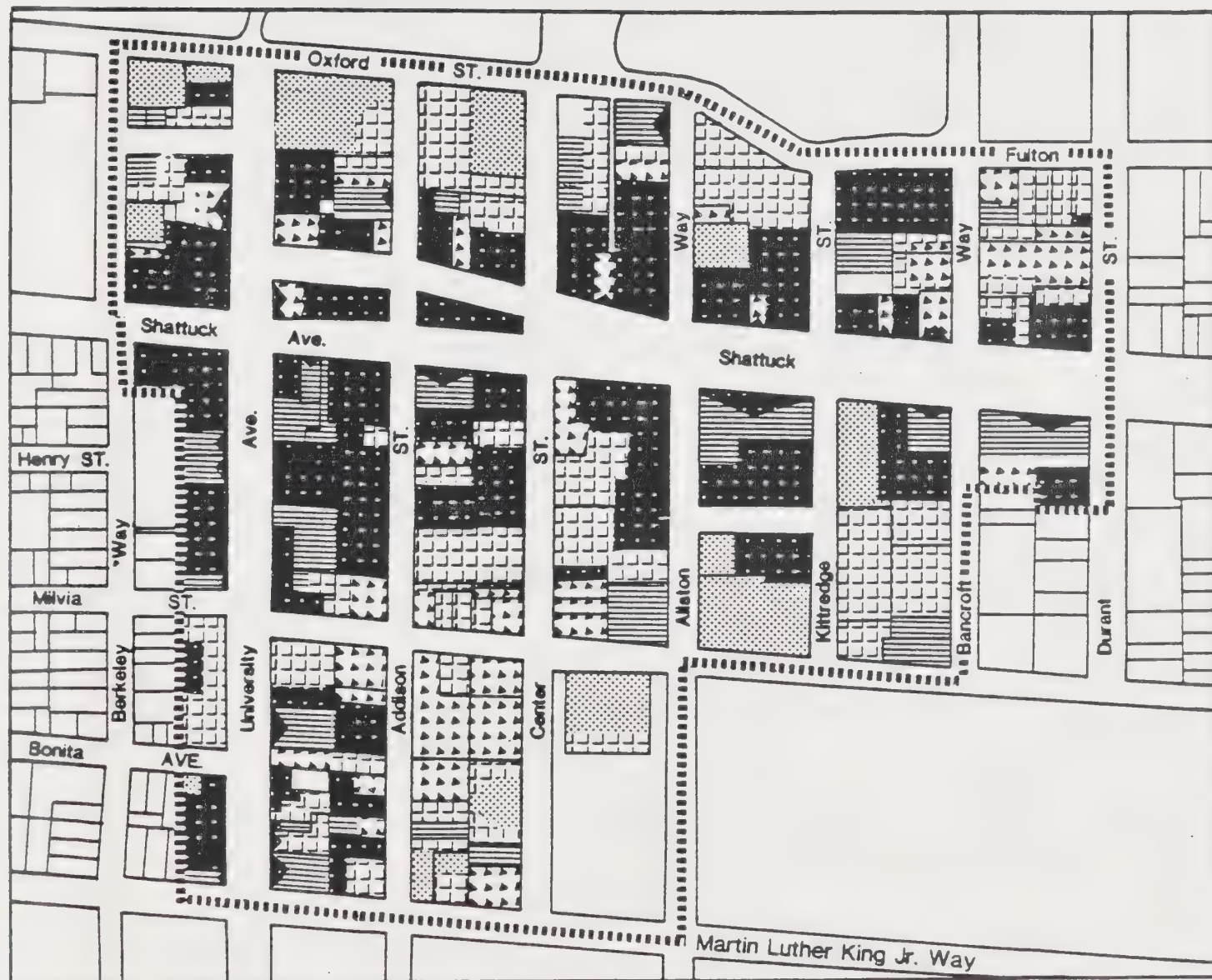
Civic Center



EDGE OF DOWNTOWN STUDY AREA

BERKELEY DOWNTOWN STUDY AREA

LAND USE / COMPOSITE



LAND USE ISSUES/CONDITIONS
as listed by the Downtown Plan Committee

- Berkeley has retained an identifiable older central business district for over 50 years.
- Current zoning defines the core of Downtown Berkeley as being bounded by Berkeley Way, Oxford, Fulton, Durant, Bancroft, Milvia, and King.
- Downtown has a land ownership pattern of small lots.
- Most properties have irregular shapes-parallellogram rather than rectangular.
- There are a number of vacant parcels in Downtown.
- A substantial number of properties in Downtown are developed with buildings of one or two stories.
- Most older buildings are not up to current fire, energy, and building code requirements.
- There is a broad range of land uses in Berkeley's Downtown compared to other East Bay downtowns.
- There are few mixed use buildings which include residential, retail, and office uses.
- The west side of Shattuck Avenue is more built up than the east side.
- State institutional uses are not subject to city control.

B. URBAN DESIGN

This section summarizes the urban design analysis that was conducted and presented to the Downtown Plan Committee last spring (1985). The design analysis included sections on climate, social characteristics, architectural elements and visual analysis. In this report, summaries of climatic factors and social characteristics appear under "Environmental Quality, Open Space and Recreation" and "Social/Cultural Factors" respectively. This section summarizes the analysis of architectural and visual characteristics of downtown including the urban development pattern, scale, the streetscape and a preliminary visual analysis.

i) Urban Development Pattern

Downtown Berkeley's urban development pattern of mixed land uses, minimal building set backs and continuous street wall frontages is common to commercial centers developed during the early part of this century. However, because of a lack of large scale development in the past, Berkeley is one of the few Bay Area communities that retains this traditional downtown urban form. This is in part because many of downtown's small, irregularly shaped parcels have not been considered desirable for new commercial development. However, assembly of smaller parcels into single ownership can lead to large developments that change the scale of the downtown. An inventory of downtown buildings and parcel sizes showed that the average building in the downtown study area has only twice as much area in building as the land it is situated on — a floor to area ratio of about two. There are a few larger buildings, and the current C-2 zoning allows a floor to area ratio of up to six and a height limit of 100 feet. In light of potential development in the downtown, new zoning that can be more

specific to the contextual location of new buildings will be proposed.

The floor area ratio (FAR) and building height, along with the size of a development parcel, define a building envelope within which a structure can be built. This application of development regulations allows flexibility in building form without sacrificing development potential. Specifically, it allows a building to be configured in different ways so that environmental concerns such as scale of adjacent buildings, views, or sun access to open space can be addressed. The Downtown Plan Committee and staff have identified potential requirements for new development -- suggested heights, floor area ratios, and stepping back taller buildings to the center of blocks, to help preserve or improve downtown's scale. These suggestions are described more completely in Section IV of this report on the Common Framework and Development Scenarios.

ii) Streetscape

The quality of the downtown streetscape is the combined effect of both functional and architectural factors. These include land use as well as features such as building frontages, parcel width, numbers and location of entrances and windows, architectural detail, building materials, landscape elements, sidewalk width, open spaces and amenities for pedestrians. Most of the buildings along downtown's main circulation corridors (University Avenue, Shattuck Avenue, and part of Center Street) have the elements for an attractive and successful streetscape environment. Entrances to publicly accessible ground floor uses along downtown streets improve the urban streetscape by providing visual interest and promoting pedestrian

activity. In downtown, many ground floor street frontages are occupied by publicly accessible uses such as retail shops, restaurants or commercial services. Adding to these by ensuring that new ground floor downtown uses are publicly-accessible retail, commercial or cultural uses would further improve the streetscape.

The buildings that maintain the form of an early century marketing technique make a special contribution to the downtown streetscape as well as provide historic continuity with the past. At the street level, many of these older buildings have elaborate entrances that extend into the store interior, and have ornate display and special tile paving. These entrances are special amenity. Besides creating visual interest by displaying the store or restaurant wares, these entryways provide shelter from the rain and, in effect, create an extension of the public sidewalk. This feature exemplifies the importance of a ground floor use that has a strong visual and functional relationship with the street and the public passing by, two critical elements for a successful streetscape and a pleasant environment for pedestrians.

It will be the role of new development regulations for downtown to ensure that ground floor uses contribute positively to the streetscape environment.

iii) Visual Analysis

Public concern has emphasized the need for careful examination of the visual impact of new development. However, discussions about the visual appearance of a structure should not be separated from the contextual landscape within which it is to be located. A comparative description can

look at the visual characteristics of the existing context — downtown Berkeley — and ensure that new development complements and improves that context.

The visual appearance of downtown includes detailed, close up views of street and storefront characteristics as well as how the area appears as a whole. Downtown Berkeley has experienced and will continue to experience change in the visual character at both these scales. New development changes the visual character of the street and the skyline and alters views of downtown from other locations throughout the city. Small changes, as in recent storefront remodeling, causes detailed changes along downtown streets. With new zoning boundaries to the C-2 Downtown district, the highest intensity of development downtown will be consolidated into a smaller area, which may result in a more dense, more urban character.

More committee and community input is needed in order to define downtown Berkeley's visual character and prioritize important views to be preserved. However, preliminary observations about the visual character of downtown have been made and can be presented at this time. Important views of the downtown are limited, because the downtown is not noticeable from many Bay Area locations. However, downtown is a significant part of the view of the city as seen from the north, east and south parts of the hills, and from parts of the University of California campus. From the north, west and south, downtown is not visually significant as a whole, but individual buildings (Great Western from the south and Wells Fargo from the north) have a significant visual impact. Downtown as a whole, although visually distinct from other parts of the city, has few distinctive visual boundaries to the north and south. To the east, the green edge of the University of California Campus creates a strong visual contrast and edge to the downtown, and to the west the High School, Old City Hall, Martin

Luther King, Jr. Park and the Alameda County Courthouse Buildings create a less distinct, but effective visual and functional edge.

Within downtown, there is little cohesion of street landscape, building scale or style. A profile of downtown shows a variety of building styles, heights, materials and colors. The two most prominent locations within downtown are occupied by the BART Station and the American Savings Building, which are visually imposing but architecturally and historically uninteresting. Downtown open space and landscape elements, with the exception of the Martin Luther King, Jr. Park and a few other outdoor spaces, are overused and visually disparate. Along Shattuck Avenue, the small trees are actually pruned bushes which have inconsistent shapes, lack visual continuity and fail to provide shade where desirable. Street trees along University Avenue are more regularly shaped and planted, and provide more of a traditional linear street tree effect. The built environment, specifically the street awnings, display windows, building materials and signs provide visual interest and activity downtown by contributing color, detail, and information.

Important views from the public spaces of downtown are east to the U.C. Campus, the Campanile and the Berkeley Hills, or to the west, towards San Francisco Bay, Marin Hills, and the Golden Gate Bridge. The quality and content of the views change with the topography and the weather, but they are generally framed by buildings and follow the corridors of the east-west streets. Views to the west are contained by buildings, while the views of the hills and campus to the east follow the streets but are more open and also provide a great backdrop to downtown buildings. The views to the east become more open as the vantage point progresses toward Oxford Street.

URBAN DESIGN CONCERNS/ISSUES
as listed by the Downtown Plan Committee

- The scale of existing buildings do not clearly define the downtown.
- Berkeley's downtown area is a potpourri of buildings styles, sizes and shapes.
- There are a significant number of historical buildings in the downtown area.
- The eastern boundary of Downtown is strongly defined by the edge of UC Berkeley Campus.
- There are some striking views of campus and the Bay from Downtown.

C. ENVIRONMENTAL QUALITY, OPEN SPACE AND RECREATION

At present the only significant open space in the Downtown area is the Civic Center park, although there are in addition several small areas including the BART Plaza, the Havens Plaza by the Public Library and the privately owned Bank of America Plaza and Trumpetvine Court. The current space available for public gatherings and/or recreation is not well designed, such as the dark and uninviting BART Plaza, not large enough and not centrally located and well utilized, including the Civic Center Park area.

Another public space in the Downtown which has a large impact both positive and negative upon the area is the sidewalk. The width of the sidewalk is a constraint on the amount of pedestrian traffic an area can comfortably and safely accommodate. Downtown Berkeley's sidewalks range from 8 feet to over 30 feet wide where it was widened from BART improvements. Street furniture and accessory uses (ATM's, food vendors, newspaper stands, sidewalk cafe's) infringe on the sidewalk area, occasionally impeding pedestrian traffic flow. These uses can provide liveliness and urban interest, but there are also problems associated with accessory sidewalk uses. Some areas where they might be hazardous, or create problems are:

- newspaper stands at BART entry, and at the Shattuck and University intersection
- Center and Shattuck (BART and Bank of America Plazas)
- Automatic Teller Machines at most of the downtown banks, but especially Wells Fargo and First Interstate.
- BART entrances along Shattuck Avenue

Street trees and other landscaping make up a large part of the street environment. Throughout downtown Berkeley, the landscaping changes

significantly. A tree and shrub field survey was undertaken to record and analyze the patterns and effect of the downtown landscaping.

- Along Shattuck Avenue trees have grown to various sizes and provide a thick covering in some places and sparse covering in others. They drop their leaves and berries in the street and sidewalk.
- Along University Avenue trees are evenly and closely spaced and create a visual line even when not in leaf.
- Trees along the east-west streets are randomly planted and are a variety of types.
- Shattuck Avenue planters range in condition from poor to good.
- There is little color and texture variety in downtown plant material. Flower stands and one planter along Shattuck and Trumpetvine Court are the most noticeable source of color.
- UC Campus and the hills to the east provide a very strong green background for downtown's buildings.

Finally the climate itself affects both positively and negatively the experience the user has in the Downtown. Currently some outdoor sitting areas are sunny, such as the Bank of America Plaza, Trumpetvine Court and the East side of Shattuck Avenue. There is not much problem at present with wind in the Downtown although there is currently a wind tunnel up Center Street and the bus stop benches are cold, shady and windy as a result. During rain storms additional problems are noted in the Downtown where there is poor drainage and a problem with puddling. Most of the main pedestrian routes to major destination points are unprotected, although building overhangs and awnings do provide some respite. The absence of bus shelters is also more noticable during inclement weather.

Attention to these factors will help create a comfortable urban environment and encourage many people to come into the Downtown to enjoy its many features.

ENVIRONMENTAL. QUALITY, OPEN SPACE AND RECREATION ISSUES/CONDITIONS
as listed by the Downtown Plan Committee

- Downtown is littered with debris, particularly near the BART Station.
- Currently there is ample sunlight and relatively pleasant climatic conditions in the downtown area.
- There are few natural open spaces and urban landscaping in Downtown.

D. CIRCULATION, TRANSPORTATION AND INFRASTRUCTURE

Within the Downtown Study Area one intersection, Martin Luther King, Jr. Way and University, is a critical intersection under existing traffic conditions. Many others are close enough that seven are projected to become critical intersections with currently approved development and possible future development of currently under-utilized sites, according to Elizabeth Deakin, professor at the University of California, Berkeley.

A recent AC Transit survey found that there are over 2000 riders to and from downtown Berkeley during the morning and afternoon peak periods. The number 51 bus line has the greatest number of passengers alighting and boarding downtown during these peak periods. Many of the bus stops downtown are crowded and have insufficient seating and shelter. It is estimated that 4000 Berkeley employees currently use public transit or rideshare, while 41% of all work trips in the downtown area are in single occupancy vehicles.

A more detailed assessment of the existing condition of the circulation system in the downtown will be provided by the recently hired Transportation Consultant, Cambridge Systematic as part of the agreed upon scope of services.

TRANSPORTATION ISSUES/CONDITIONS
as listed by the Downtown Plan Committee

- Several key Downtown intersections are at "D" and "E" (gridlock) levels during the peak periods.
- There is a traffic bottleneck in the vicinity of Shattuck Square.
- The nature of heavy downtown stop-and-go traffic contributes significantly to air pollution.
- The predominant means of transportation to Downtown is the single occupant car—the least energy efficient way of traveling.
- Some downtown intersections are dangerous for vehicular and pedestrian travel.
- Shattuck Avenue is a wide thoroughfare that functions as a major north/south arterial as well as a pedestrian way.
- A large amount of vehicle traffic on Shattuck is through traffic.
- Off-street parking capacity is utilized by a higher percentage of long-term than short-term parkers.
- Motorists destined for the downtown, park in the adjacent neighborhoods when they can't find parking spaces in the Downtown core.
- The University generates a large amount of vehicular traffic in and through Downtown.
- There is heavy rideship on several Downtown transit lines during the peak periods.
- There is limited east/west transit service to downtown Berkeley.
- There are few secure bike storage areas in Downtown.
- There are a limited number of safe bike routes/paths to and through Downtown.
- Some infrastructure elements are inadequate and/or deteriorating such as roads, sewers and telecommunications connections.

E. ECONOMIC

Downtown plays a vital economic role in Berkeley. As is traditional for many cities, Berkeley's downtown is a civic, business, service and employment center, representing 14% of the total gross receipts, 14% of tax and license receipts and 6% of the city's business licenses. Downtown retail and personal service functions, although also traditionally concentrated in downtown areas, are less so in Berkeley, and are dispersed throughout a number of neighborhood commercial centers.

An analysis of business licenses in the downtown study area examined downtown Berkeley's economic importance relative to the city as a whole. Detailed information on business type, numbers of business licenses issued, business taxes paid and gross receipts is available for all businesses in Berkeley that pay sales tax, and must have a business license. While this information provides a basis on which to analyze downtown Berkeley's economic strengths and weaknesses, regional comparisons have to be made using information from the State Board of Equalization's quarterly reports on taxable sales. The taxable sales reports are an accurate current (1984) source of information about retail trade, and provide a base from which to examine Berkeley's retail position relative to other East Bay centers.

Using three different indicators to examine businesses in Berkeley enables the data to be understood in a number of ways. The first indicator, total gross receipts, refers to all receipts disclosed by businesses to the City's Finance Department, in order to calculate business tax payments to the City. As an economic indicator, gross receipts provided an estimate of the monetary value of business transactions within

Berkeley. This business license information includes real estate transactions, and manufacturing revenues, two business categories that are not strongly represented within the downtown study area.

Because of this, comparisons between gross receipts of the downtown study area with those of the rest of Berkeley must be understood to include all real estate transactions, including rents on residential property and home purchases. The second indicator, tax and license revenue, represents the income that the City receives from individual businesses, determined as a percentage of their gross receipts. This indicates the direct financial compensation the city receives from the resident businesses. The last indicator, number and types of business licenses, provide an understanding of the diversity of Berkeley's businesses. The indicator presents most clearly the diversity and absolute number of business within Berkeley as well as within the downtown area in particular.

Some basic regional comparisons can be made about retail sales and markets between Berkeley and four other East Bay cities; Oakland, El Cerrito, Richmond and Walnut Creek. An analysis of taxable sales reports show that Berkeley's retail sales are under-represented for its share of population. Gross retail sales for Berkeley are roughly equal to those of Walnut Creek, and only slightly greater than Richmond. However, Berkeley's population is much larger. Walnut Creek, El Cerrito and Richmond have regional shopping centers, with large department stores that provide anchors for other retail activity by drawing customers from within and outside the city. This observation, and population and sales receipt data indicate that people from Berkeley are shopping elsewhere more than

outsiders are coming to Berkeley to shop. Similar to a regional shopping mall, downtown areas traditionally relied on a general merchandise anchor department store to draw specialty and other retail business into downtown. In Berkeley's downtown, general merchandise sales are relatively low, while specialty retail (including clothing) sales are fairly strong. How this strength is sustained without substantial department or variety store sales to serve as anchors is unclear.

Characteristics of Downtown Berkeley Businesses

In describing the characteristics of downtown Berkeley's businesses, business license data has been divided into categories of similar use and type. Public and business services are the dominant business type in terms of gross receipts and tax and license contributions. However, the PG&E headquarters office accounts for this. The other public serving businesses, although not accounting for substantial gross receipts or tax and license revenue, attest to the diversity and variety of downtown businesses. Over fifteen types of business, including schools, libraries, civic and professional organizations, and social service agencies are concentrated in the downtown area.

Business and professional services are also concentrated in downtown Berkeley. These businesses include administrative and consulting services, research and development firms, general business service, and computer programming consultants. These businesses are usually associated with complementary businesses, such as real estate firms (commercial brokers), parking services, professional services and personal services.

Retail Businesses

Retail uses make up the third largest category of downtown business types, but, when compared to the rest of Berkeley, are not particularly concentrated in the downtown study area. However, specialty retail businesses are larger downtown than in other areas throughout Berkeley. Miscellaneous general merchandise, variety stores and department stores account for a slight concentration of retail businesses downtown. Downtown clothing retailers in particular account for one quarter of the gross receipts generated from clothing for the whole city. Financial services, including securities brokers and financial consultants, are a small category throughout Berkeley as a whole, but are mostly all concentrated in the downtown.

Downtown Businesses Relative to the City as a Whole

The businesses that are clustered in the downtown study area are not, according to business license data, the ones that are most significant to Berkeley as a whole. However, since the business license data includes residential rents as well as commercial real estate transactions, the downtown area, because of its small amount of residential properties appears to make less of a contribution than it really does. Clustering downtown business categories shows that both public, business and personal serviced-oriented businesses are concentrated in downtown and an important part of Berkeley's economy as well. Service-oriented businesses include public services, businesses support services, professional services, financial services, and individual personal services. Slightly over 7% of all these businesses in Berkeley are located in the downtown study area and

make up 23% of the reported gross receipts. Downtown retail uses which include specialty retail, clothing and general merchandise, represent 10% of all the business licenses and 23% of the gross receipts of the city as a whole.

MERCHANT SURVEY

In addition staff conducted a Downtown Merchants Survey. An analysis of the responses indicates that merchants and business people are seriously concerned about both the present condition and the future of the Downtown. Of the 540 questionnaires distributed, 140 were returned.

The following is a brief synopsis of the survey results.

The survey respondents represent much of downtown Berkeley's diversity. Of the 140 completed questionnaires received, 57% came from retail businesses, and 43% from other business types such as professional offices, consultants, schools, restaurants, theatres and social service agencies.

A series of questions asked respondents to describe their business activity. Retail merchants indicated that Saturday is their busiest day of the week, and Friday as a distant second. The busiest time of day is around lunch time, with smaller activity peaks in the late afternoon. Nonretail business respondents indicate a different activity pattern, with Monday as their busiest day and Friday a distant second.

Downtown Berkeley's retail and non-retail business serve different markets. Retail businesses indicated much smaller, local trade areas

emphasis than non-retail businesses, which described their trade area as more regional or national.

Respondents were also asked to indicate which of a list of seven problems affect their business. Lack of parking, and street and sidewalk litter were most frequently indicated as problems by all survey respondents. Traffic congestion, security, poor landscaping and the lack of downtown promotion were problems frequently mentioned as well.

Other problems identified:

- perception that downtown is not a safe place
- too many cookie and yogurt shops
- too many street people, derelicts, panhandlers
- street vendors and litter
- not enough parking
- bad reputation
- lack of bicycle parking, and lack of disabled parking

Survey respondents were asked to rate nineteen qualities of the downtown. The characteristics that most frequently received a "good" rating were movies and entertainment places, places to eat, and ease of access to downtown. Downtown's worst ratings were for cleanliness of streets and sidewalks (70% rated poor) convenient parking spaces (62% rated poor) comfortable places to sit outside (57% rated poor).

Respondents were asked to indicate whether they would support eleven suggested improvements. Over 50% of all respondents indicated their support for the following improvements:

- trees and sidewalk landscaping (51%)
- sidewalk and street cleaning (52%)

Retail businesses were also willing to contribute to parking-related improvements and a downtown advertising program, and many retail proprietors indicated a willingness to remain open during one or more evenings a week, in an effort to make downtown more lively and more safe. Of the 59% of retail respondents who were in favor of remaining open during the evening, the days were evenly split between Friday and Thursday.

Finally, an economic consultant was hired, Lynn Sedway and Associates, to provide a qualitative assessment of the potential future for Downtown's residential, office and commercial development.

Retail Market

"Perhaps the most significant finding of this analysis is the surprising vitality of the retail market in Berkeley and its downtown. Citywide sales are about thirteen percent less than potential, indicating that office workers and tourists make up for almost all of the outside shopping for general merchandise by Berkeley residents. Moreover, sales growth in Berkeley over the past fifteen years has exceeded statewide per capita sales growth.

The downtown area also is doing quite well, despite widespread impressions to the contrary. The contributions of the downtown retail market to the City's economy are comparable to those made by successful downtowns in the Bay Area and beyond.

One of the keys to downtown Berkeley's success and growth to date has been the resilience of the University related market's spending patterns to fluctuations in disposable income due to cyclical economic changes. Another is that residents and local employees shop in smaller specialty shops, compensating for the lack of larger general merchandise stores. This pattern has allowed Berkeley and its downtown to prosper despite its lack of a major retail draw such as a prestigious national general merchandise retailer.

These factors also underlie the success of downtown Palo Alto and Santa Cruz. Each city has a university that plays a major role in the city's economy; each city has a vibrant downtown of mostly small shops, despite the absence of major anchors to attract people to the area.

Downtown Berkeley's lack of strong anchors does impact the business community. Without the credibility conferred by nationally-known stores, retailers perceive that downtown Berkeley is not a suitable location for prestigious retailers. In addition, neighborhood shopping areas in Berkeley have drawn many of the specialty stores which compete directly with downtown. Thus, despite having the type of demographics and successful retail market desired by these chains, downtown Berkeley will not be able to attract them unless it devotes considerable resources to the effort, leaving the retailers with limited capital resources.

This finding could prove increasingly problematic for downtown Berkeley in the coming years due to the substantial retail space expected to be developed in neighboring communities. These projects will attract Berkeley residents, thereby possibly straining existing Berkeley retailers, particularly those in the downtown. In turn, this would make attracting both national and local retailers to the downtown more difficult.

Downtown cannot continue to thrive indefinitely without the addition of a more focused retail base. To maintain a healthy downtown, the City must act to improve downtown's image to outsiders, both retailers and customers alike. Since department stores seem unwilling to consider Berkeley, and local shopping patterns indicate support for smaller specialty stores, future retail projects may focus upon a balanced mix of smaller stores in a pleasant shopping environment.

The image improvement should proceed on two fronts. First, the City needs to promote its positive aspects to developers, major retailers, and the general business community. In addition, the downtown area is perceived to lack the focus and "feel" of a dynamic downtown. Correcting

this deficiency -- and attracting major prominent retailers -- would require a coordinated design program to improve the physical appearance of the downtown area. Such a program would begin with a study of the design aspects of downtown areas that make them successful. One outcome of this type of study would likely be the need for a public/private cornerstone project to bring a visual and perceptual focus to the downtown. Currently study of the feasibility of a Redevelopment Project Area would also assist in implementing development projects using public incentives.

Office Market

As described previously, the downtown's current office market appears to be healthy, although newly constructed office buildings are experiencing lengthening lease-up periods due to a regional softening in the office market. It is expected that current under construction, planned, and proposed office space will absorb demand for the next several years. In future years, demand for about 100,000 to 125,000 square feet is forecasted for each five year increment.

At present, the Bay Area office supply is being developed in substantial quantities due to several factors other than employment-based demand. Federal tax laws provide substantial tax benefits to real estate investors, and office buildings have been a favored type of development for such investment. In addition, the Bay Area enjoys a national and international reputation as a unique location, attracting surplus capital for real estate investment from a variety of sources such as pension funds and offshore businesses. These factors result in a cyclical office development market, where supply is added in substantial amounts, absorbed slowly by growing businesses, and new supply is constructed.

It is anticipated that Berkeley's office market follows a similar pattern, and that the current group of office projects under construction represent a peak in the building cycle. Thus, current new supply will be absorbed, future office space will be demanded, and the private sector will respond by building in quantities that, over the long run, match demand. A balance between supply and demand is important for downtown Berkeley, so that employment and business growth can continue unconstrained. An oversupply of office space is not desirable from an economic perspective because it contributes to a declining image and an inefficient use of limited land and resources.

Residential Market

The strength of the residential market for all types of units in Berkeley indicates that downtown development of residential units of appropriate quality, design, and price would be absorbed. However, the economics of higher-density housing in a downtown such as Berkeley generally constrain housing production, especially in the middle price range which would be affordable to Berkeley's younger households. Thus, the City should consider exploring public incentives to encourage housing production in the downtown area such as Redevelopment Agency powers, density bounces, land write-downs, loan funds, etc. The offering of public incentives will be especially important during the next few years, until a project or projects have been built and absorbed, providing concrete evidence to the development/financial community that such housing is¹ marketable."

Analysis of Downtown Berkeley's Retail, office and Residential Market
Prepared for the City of Berkeley by Lynn Sedway and Associates.
November, 1985. Page 36-38.

ECONOMIC ISSUES/CONDITIONS
as listed by the Downtown Plan Committee

- Downtown is a major employment center for Berkeley
- Downtown is a major economic center in Berkeley
- Downtown is a major financial center in Berkeley
- Downtown draws people from the region to work, do business, eat, and enjoy entertainment
- Downtown consumer activities are supported by nearby employee, student, and resident populations
- Intersections in downtown are approaching capacity
- BART and some AC Transit businesses are over utilized in peak periods some are underutilized
- There is no direct freeway access to the Downtown
- There has been little assembly of parcels for development in the downtown
- Downtown has aging and deteriorating infrastructure. (e.g. roadways, sewer)
- Downtown commercial activities contribute to Berkeley's tax base
- The diversity of downtown retail businesses is limited and has been diminishing
- Much existing Downtown housing stock is substandard
- The total number of housing units had declined in the Downtown
- Currently 35% of the built space is office space, 26% is commercial, 12% is residential, 10% is institutional, 16% is parking and 2% is auto supplies and services.
- 341,500 additional square feet of development have been approved but not yet constructed

F. SOCIAL/CULTURAL

There are two population groups that are significant in the Downtown, those that live there and those that come to the Downtown during the daytime or evening for a multitude of reasons. The total downtown population is 880 persons. Their distribution ranges from one to 194 persons per block, with the higher concentration of people living in residential hotels along University and Shattuck Avenues. Among the households in the study area, 66% are one person households.

Most of the population downtown is assumed to be Caucasian or other, with only 9% identified in the census as Black, 12% Asian and Pacific Islander, and 4% of Spanish origin. The bulk of the downtown population is between 18 and 64 years old, with only 4% under age 18 and 23% over age 64. Of the 204 persons who are over 64 years old, seventy percent of them live in one retirement hotel on Shattuck Avenue.

A study of the second group, the users of downtown, can provide important information about the existing social characteristic of the area, how people use the downtown, and how it can be more successful at meeting some of the goals outlined further on in this report.

Downtown users are a diverse group. Pedestrian users are racially mixed, with a high proportion of college and high school students, significant numbers of elderly as well as office workers, shoppers, transit users, disabled persons, and commuters. There are also many people on bicycle and in automobiles. During a sunny lunch hour, most of the many places where it is pleasant to eat outside are occupied. During the rain, people waiting for busses have a difficult time finding shelter. There are a few areas, specifically BART Plaza and Havens Plaza that are

occasionally territorialized by specific user groups, either high school students, youths with "punk" attire, black males, or transients. Although there are a number of women and men with small children, there aren't very many children by themselves or in groups.

Downtown is relatively quiet early in the morning, with most users walking to transit, downtown office destinations, or UC. During the morning, activity increases steadily, and by the noon hour, there are many people on the sidewalks and in some plaza areas. Activity is fairly constant throughout the afternoon, with a peak between 3 and 5 o'clock. Evenings are fairly quiet, although traffic often remains heavy, and on-street parking is occupied. Weekend evenings are the most active, probably due to downtown's many movie theatres. Later at night there is little activity in downtown.

The most heavily used pedestrian routes are North and South along Shattuck Avenue, up University Avenue, up and down Center Street, South side between BART and UC, Addison east and west, Bancroft down from UC, and parts of Oxford/Fulton. Bus stops that are overcrowded, with inadequate waiting areas and shelter are at Shattuck and Center SE corner (51), NW corner, SW corner, in front of Penny's department store, and University and Shattuck SW and NW corners.

Land use influences how the Downtown is used by the various groups and an analysis of this, concentrating particularly on the areas to which the public has access has suggested some need to increase the percentage of the area is accessible . The truly public areas of downtown are those where everyone is equally entitled to be, mainly the streets, sidewalks and public parks. Access to the rest of downtown is restricted, by various degrees. Categorizing different land uses and spaces based on the degree

of public access can provide a picture of the existing conditions and opportunities in downtown.

Access Hierarchy

Public space: streets, sidewalks, public plazas

Semi-public: areas that are public in nature, or in function, although they are legally private property (e.g. BART, Post Office, MLK Civic Center)

Semi-private: areas where the public is allowed, even encouraged to enter into private property for a specific purpose (office, banks, retail stores, restaurants). Within this category it is possible to make further distinctions based on what the public is expected to purchase or how it is expected to behave.

Private: areas where entry is physically restricted (offices, housing, and most other uses during the night)

Downtown Berkeley's street level land uses are predominantly semi-public and semi-private. Most of the retail and restaurant establishments are small, with street frontage of between 20 and 30 feet. There are only a few large establishments through which the public can wander, notably the Hinks, Penny's and Kress stores. For planning and urban design, this characteristic is important because it identifies access into downtown buildings that in effect, extends the public's territory, and intensifies urban character and pedestrian activity. The Downtown Plan Committee has, as a result of this information devoted some considerable discussion to the need for both mid-block pedestrian ways, and the encouragement of publicly accessible uses on the ground floor.

SOCIAL/CULTURAL ISSUES/CONDITIONS
as listed by the Downtown Plan Committee

- Berkeley retains an intact, older downtown with buildings of architectural significance, including 21 City Landmarks and 42 structures of merit.
- Berkeley's downtown population of residents, workers, shoppers, students and street people is diverse socially and culturally.
- There are 3200 high school students at the downtown campus.
- the downtown is a center for city government, public education, and a commercial center.
- The downtown houses many educational institutions, including: UC Campus, Armstrong College, California School of Professional Psychology, Vista College, Heald Institute of Technology, California Language Academy, UC Extension, Continuing Education for the Bar.
- The downtown has many cultural facilities including movie theaters; the community theater; one legitimate theater; and the main library.
- The downtown area includes several quasi-public buildings, including the Veteran's Auditorium, and the Elks' Club.
- There are few pleasant public meeting places in the downtown.
- The University of California campus is for artistic and cultural activities such as museum exhibitions, dance, classical, and popular music.
- Housing in the downtown is primarily limited to older residential hotels.
- The downtown population includes transients, and street people.
- Movie houses are the downtown's primary nighttime use.

G. GUIDANCE FROM THE MASTER PLAN

The City of Berkeley Master Plan was adopted in 1977 after a master plan revision program encompassing several years and representing a great deal of citizen participation and input. While there are a few specific references to the Central Business District, much of the guidance provided by the Master Plan is one of more general nature, applicable equally to all parts of the city. It was, in fact, this lack of specific, detailed coverage of the downtown area, apparent once development began occurring, that led to the current efforts to prepare a plan for Downtown. The goals and policies outlined in this document, and the planning process set up and followed during the preparation, is not inconsistent with the framework provided by the Master Plan, however, but is very much in keeping both with the intent and specifics that are mentioned.

In the Land Use element the Central Business district, an area only slightly larger than the study area utilized for this process, is described as containing intense retail and office activity along with a number of public facilities. Further, the text indicates that "to stimulate Central Business District development, policies for the remainder of the CBD will encourage appropriate housing in the area, improvements to the relationship¹ with the campus and increased retail and office activity". Specific policies elaborate upon these points, stressing residential development in appropriate locations in the Central District, recognizing that the Central District is a diverse center for commerce, government and cultural activities, and an appropriate location for regional serving uses. All of these policies from the Master Plan are reiterated as draft policies in

1. Berkeley Master Plan, 1977, Page 13

this document. In addition, the Land Use Element of the Master Plan contains policies in several locations the intent of which is to protect the neighborhoods from traffic and parking problems generated by commercial activity, and the expansion of commercial uses into existing residential areas. These concerns have been in the forefront of the issues surrounding the current planning process and have been part of the rationale behind the development of the core, buffer concept, elaborated upon in the common framework, land use issues, in summary show a continuity of concern and thus subsequent policy development between the 1977 Master Plan and the current Downtown Plan process.

The Transportation element of the Master Plan also shows that the current emphasis of the Downtown Plan Committee is consistent with past policies. Page 26 of the 1977 Master Plan notes the importance of parking in the transportation network and stresses the continued demand for short term parking for shoppers, visitors and client. Such parking was, and still is, a high priority, for a shortage can cause economic hardships in the Downtown. Finally the Transportation element notes the need for improving bicycle access and amenities in the Downtown. This also continues as an important theme throughout the goals and policies developed by the Downtown Plan Committee.

The last area where the 1977 Master Plan provides detailed information that can be compared to the present effort is in the Citizen Participation Element. As was noted earlier in this report, the Downtown Plan Committee, as a subcommittee of the Planning Commission was set up utilizing the criteria in this element for guidance, recognizing also that the Downtown is however, more than just a single neighborhood but belongs

to all Berkeley residents. Further consistency with this element is shown by the process itself and the resultant goals and policies, which are, as required by Policy 7.11 consistent with the City wide goals and policies expressed in the remainder of the Master Plan.

The rest of the Master Plan is not inconsistent with the goals and policies, or any other part of this document although the detail is lacking in the Master Plan for a one-to-one comparison. As is required, the consistency is there between the two planning efforts.

II. GOAL AND POLICY STATEMENT

The Downtown Plan Committee of the Planning Commission has drafted a series of goals for each of the proposed elements in the final plan, covering Land Use, Urban Design, Environmental Quality, Open space and Recreation, Circulation, Economic and Social/Cultural aspects. Each goal has associated with it a number of policy statements which serve to elaborate upon the intent of the goal and to provide ways to achieve each of them. The attached listing represents a considerable amount of discussion and extensive review on the part of the broad-based committee. In some cases there is duplication between sections, reflecting overlapping spheres of influence and the interconnection between many of these topics in the real world. In addition there are several places, including the last goal under Land use, number 4 under Environmental Quality, number 5 under Transportation and number 6 under the Economic Section where there are either two options presented or implied paranthetically. These represent areas where the diverse membership on the committee has not yet reached consensus; where the different visions of the role and future of Downtown Berkeley are potentially in conflict. At this point in the process both options are presented, although it is understood that eventually choices must be made. The Committee has agreed to disagree and, rather than continue the debate at present, has agreed to continue on with the process. It is hoped that the additional information gathered from the preparation and analysis of the various scenarios will be of asistance in the decision making process, but it must be recognized that these options represent deeply held, differing viewpoints, each valid and each with a constituency in the community.

GOAL AND POLICY STATEMENTS

Land Use

1. Create a sense of community in the Downtown by locating housing near employment, retail, transit and cultural opportunities.
 - 1.1 Residents of downtown housing should be of a variety of social and income groups.
 - 1.2 Develop housing near public transportation in order to provide a home for people with limited mobility, to assist in providing a retail market, and to provide the opportunity for people to live near their place of employment.
 - 1.3 The City must take an active and creative role to preserve, upgrade and develop low moderate income downtown housing. (Residential hotels, Section 8, joint public/private ventures, limited equity coops, development funds, bonuses, etc.)
 - 1.4 Create a healthy balance of jobs and mixed-income housing in downtown.
 - 1.5 Develop housing for low, moderate and high income ranges.
2. Make downtown the City's social/cultural center with a mix of daytime and nighttime uses.
 - 2.1 Encourage the University to have a social/cultural presence in downtown.
 - 2.2 Integrate campus cultural life with Berkeley's downtown, by encouraging the University and the students to utilize downtown facilities.
 - 2.3 Refurbish and improve downtown's existing meeting and cultural facilities.
 - 2.4 Encourage live performances and noon-time concerts.
 - 2.5 Provide a centrally located, outdoor gathering place.
 - 2.6 Improve access from Berkeley's neighborhoods to downtown, to encourage its use as a city center.
 - 2.7 Provide opportunities for Berkeley's craftspeople and artists.
 - 2.8 Provide additional cultural facilities.

Goal and Policy Statement

3. Reinforce Downtown as the dominant commercial center in Berkeley.
 - 3.1 Attract a major retail anchor within a reasonable distance of mass transit.
 - 3.2 Draw Berkeley residents to downtown for shopping and other activities.
 - 3.3 Improve the opportunity for downtown night activities.
 - 3.4 Provide opportunities for Berkeley's craftspeople and artists.
 - 3.5 Upgrade and maintain downtown buildings.
 - 3.6 Locate regional-serving uses downtown, rather than in the neighborhoods.
 - 3.7 Analyze (and monitor) the (potential) effects of downtown development on the surrounding neighborhoods.
 - 3.8 Provide a mix of mutually supportive business activities in the downtown.
 - 3.9 Create a unique and successful downtown shopping environment.
 - 3.10 Encourage retail, certain types of commercial, restaurants and public functions to locate at the street level.
 - 3.11 Convert first floor offices to public uses as they become available.
4. Increase the City's tax base through controlled growth and development in downtown.
 - 4.1 Insure that UC related development and activities contribute positively to the downtown.
 - 4.2 Investigate development incentives (tax benefits, density bonuses etc.,) to encourage appropriate downtown development.
 - 4.3 Because of the possible impacts of regional growth upon Berkeley's downtown, permit only those regional-serving uses that are appropriate for Berkeley.
 - 4.4 Downtown development, both new and existing, should pay its own way with respect to traffic, transit, parking, infrastructure needs, employment, and public amenities.
 - 4.5 Ensure that information about tourism and transport is readily available in downtown.
 - 4.6 The city should prepare development cost/benefit analyses to ensure an overall healthy tax base.

Goal and Policy Statement

- 4.7 University development off-campus should pay its share of development costs and costs associated with impacts on housing, traffic, transit, parking, infrastructure, etc.
- 4.8 The University should provide student housing in downtown.
- 4.9 The City should lobby the State legislature for changes to policies that limit the University's opportunity to pay for its share of development costs.
- 4.10 Discourage the expansion of University of California uses that drain the City's resources.
- 5. Option 1: The constraints for development provided by the traffic capacity of the downtown must be recognized and the City must work creatively to insure that downtown congestion does not increase.
- 5. Option 2: Economic activity should not be limited by traffic constraints.
 - 5.1 Reduce automobile use in order to allow more development.
 - 5.2 Encourage alternative modes of transportation.
- 6. Option 1: Provide for a level of downtown development related to Berkeley's size and character.
- 6. Option 2: Provide for a level of downtown development related to Berkeley's size and regional location.

URBAN DESIGN

- 1. Identify the downtown as a unique urban center and integrate downtown's disparate physical elements.
 - 1.1 Identify guidelines for building heights, setbacks and bulk, as part of a specific design plan for downtown.
 - 1.2 Define major entry points to downtown, and downtown's key intersections, with special land use, design features and building guidelines.
 - 1.3 Define the downtown center with land use, density, special design features and building guidelines.
 - 1.4 Enhance the physical connections between downtown and the surrounding neighborhoods and institutions, such as the University and Berkeley High.
 - 1.5 Use common elements, such as street trees, paving materials and Strawberry Creek, to connect the University and the downtown.
 - 1.6 Identify development guidelines that promotes linkages and better connections between the University and Downtown.

Goal and Policy Statement

2. Provide continuity between the old and the new in the built environment.
 - 2.1 Identify important buildings to be preserved as part of the Downtown Plan.
 - 2.2 Identify important streetscapes to be preserved as part of the Downtown Plan.
 - 2.3 Promote rehabilitation and reuse of buildings that contribute to the overall design (character) of downtown.
 - 2.4 Prevent new buildings that disrupt downtown's character.
3. Encourage a compact downtown to conserve open space and the natural environment in other parts of the city. (and the region).
 - 3.1 Focus future intensive development in Berkeley in downtown.
 - 3.2 Protect adjacent residential neighborhoods with guidelines that scale down development at the periphery of downtown. (i.e. a buffer zone).
 - 3.3 Allow regional serving uses, especially retail, to locate in appropriate downtown sites.
 - 3.4 Discourage regional attractions from locating in Berkeley's neighborhood shopping areas.
 - 3.5 Preserve existing housing in downtown hotels and encourage high density residential development.
 - 3.6 Attract high density mixed use development (retail/office/residential) in downtown.
4. Create a blend of the natural (landscaped) and built environment in downtown and the vicinity of downtown.
 - 4.1 Maximize green spaces, natural surfaces, plants, etc., as part of development and renovation projects.
 - 4.2 Improve the appearance of the existing landscapes areas along public right-of-ways.
 - 4.3 Restore Strawberry Creek to a surface channel, wherever feasible, in order to provide a water feature in the Downtown.
 - 4.4 Encourage individual merchants, owners and business people to contribute and maintain landscaping on private property and in the public domain.
 - 4.5 Identify specific, important views and use development guidelines to preserve them.
 - 4.6 Identify development opportunities that will improve views and the downtown skyline.

Goal and Policy Statement

5. Insure healthy economic activity by creating an attractive physical environment.
 - 5.1 The City of Berkeley must take an active and creative role in improving the image and the physical environment of Downtown.
 - 5.2 Create plazas and other urban spaces to enhance the pedestrian environment and increase the number of people who will use downtown.
 - 5.3 Prepare an economic element to the City's master plan.
 - 5.4 The City should take a creative role to mitigate downtown's problems, in order to increase the number of people who will use downtown.

ENVIRONMENTAL QUALITY, OPEN SPACE AND RECREATION

1. Enhance the physical quality of the environment in the downtown.
 - 1.1 Minimize pollution in the downtown and surrounding areas.
 - 1.2 Minimize mechanical noise in downtown.
 - 1.3 Maximize air purity in downtown.
 - 1.4 Minimize litter throughout downtown.
2. Reduce reliance on non-renewable resources and encourage development of renewable resources.
 - 2.1 Maximize energy efficiency in the vicinity of downtown.
 - 2.2 Develop building design guidelines that will maximize active and passive solar gain, or solar protection.
 - 2.3 Develop energy efficiency standards for new and existing buildings.
 - 2.4 Promote energy-efficient transportation modes.
 - 2.5 Discourage single-occupant vehicle trips to the downtown.
 - 2.6 In order to decrease vehicle trips, promote mixed-use development that will provide a complete living, working and shopping environment in downtown.
 - 2.7 Cluster higher density development near mass transit opportunities.
3. Create a pleasant experience for pedestrians in the downtown.
 - 3.1 Minimize the conflict between pedestrian and vehicular traffic.
 - 3.2 Maximize sun access to sidewalks.
 - 3.3 Provide a variety of outdoor spaces for pedestrians, particularly gathering places. Ensure that these outdoor spaces are comfortable

Goal and Policy Statement

by emphasizing sunlight access, sun and/or wind protection where appropriate, and views.

- 3.4 Provide for visual interest at street level with development guidelines that encourage retail and other public-oriented uses at the ground level.
- 3.5 Develop programs to clean up litter in downtown.
- 3.6 Provide amenities for pedestrians, such as benches, natural features, and safe, pleasant mid-block passages.
- 3.7 Create a safe, pleasant pedestrian way from BART to the University.
- 4. Encourage a compact downtown to conserve open space and the natural environment in other parts of the city. (and the region).
 - 4.1 Focus future intensive development in Berkeley in downtown.
 - 4.2 Protect adjacent residential neighborhoods with guidelines that scale down development at the periphery of downtown. (i.e. a buffer zone).
 - 4.3 Allow regional serving uses, especially retail, to locate in appropriate downtown sites.
 - 4.4 Discourage regional attractions from locating in Berkeley's neighborhood shopping areas.
 - 4.5 Preserve existing housing in downtown hotels and encourage high density residential development.
 - 4.6 Attract high density mixed use development (retail/office/residential) in downtown.
- 5. Make downtown the City's social/cultural center with a mix of daytime and nighttime uses.
 - 5.1 Encourage the University to have a social/cultural presence in downtown.
 - 5.2 Integrate campus cultural life with Berkeley's downtown, by encouraging the University and the students to utilize downtown facilities.
 - 5.3 Refurbish and improve downtown's existing meeting and cultural facilities.
 - 5.4 Encourage live performances and noon-time concerts.
 - 5.5 Provide a centrally located, outdoor gathering place.
 - 5.6 Improve access from Berkeley's neighborhoods to downtown, to encourage its use as a city center.

Goal and Policy Statement

- 5.7 Provide opportunities for Berkeley's craftspeople and artists.
- 5.8 Provide additional cultural facilities.
- 6. Insure healthy economic activity by creating an attractive physical environment.
 - 6.1 The City of Berkeley must take an active and creative role in improving the image and the physical environment of Downtown.
 - 6.2 Create plazas and other urban spaces to enhance the pedestrian environment and increase the number of people who will use downtown.
 - 6.3 Prepare an economic element to the City's master plan.
 - 6.4 The City should take a creative role to mitigate downtown's problems, in order to increase the number of people who will use downtown.

CIRCULATION, INFRASTRUCTURE AND TRANSPORTATION

- 1. Reduce reliance on non-renewable resources and encourage development of renewable resources.
 - 1.1 Maximize energy efficiency in the vicinity of downtown.
 - 1.2 Develop building design guidelines that will maximize active and passive solar gain, or solar protection.
 - 1.3 Develop energy efficiency standards for new and existing buildings.
 - 1.4 Promote energy-efficient transportation modes.
 - 1.5 Discourage single-occupant vehicle trips to the downtown.
 - 1.6 In order to decrease vehicle trips, promote mixed-use development that will provide a complete living, working and shopping environment in downtown.
 - 1.7 Cluster higher density development near mass transit opportunities.
- 2. Create a pleasant experience for pedestrians in the downtown.
 - 2.1 Minimize the conflict between pedestrian and vehicular traffic.
 - 2.2 Maximize sun access to sidewalks.
 - 2.3 Provide a variety of outdoor spaces for pedestrians, particularly gathering places. Ensure that these outdoor spaces are comfortable by emphasizing sunlight access, sun and/or wind protection where appropriate, and views.
 - 2.4 Provide for visual interest at street level with development guidelines that encourage retail and other public-oriented uses at the ground level.

Goal and Policy Statement

- 2.5 Develop programs to clean up litter in downtown.
- 2.6 Provide amenities for pedestrians, such as benches, natural features, and safe, pleasant mid-block passages.
- 2.7 Create a safe, pleasant pedestrian way from BART to the University.
- 3. Develop a safe and efficient circulation system.
 - 3.1 Increase the proportion of alternative transportation modes used relative to the number of single-occupancy vehicles.
 - 3.2 Identify and minimize the conflict between transportation modes.
 - 3.3 Improve bicycle access and bicycle facilities.
 - 3.4 Improve transit access to the downtown, especially the east/west corridors, and provide appropriate, comfortable facilities for transit users.
 - 3.5 Create safe and pleasant pedestrian access to downtown from the surrounding neighborhoods.
 - 3.6 Support educational programs to promote the increased use of alternative transportation modes.
 - 3.7 Cluster high-density development near mass transit.
 - 3.8 Increase the supply of short-term parking from the existing pool of downtown parking.
 - 3.9 Identify appropriate locations for aggregated parking and reduce the number of small off-street parking lots.
 - 3.10 Identify selected corridors for mode priority. (i.e. pedestrian areas, transit priority streets, bike priority streets and service zones).
 - 3.11 Create safe and pleasant mid-block pedestrian ways.
 - 3.12 Provide bus shelters and lighting at key bus stops.
 - 3.13 Improve the pedestrian crossings along Oxford Street.
- 4. Maintain and improve an efficient infrastructure.
 - 4.1 Maintain and improve the existing sewer system.
 - 4.2 Maintain and improve the public paved surfaces.
 - 4.3 Maintain and improve telecommunications and other systems.
 - 4.4 Maintain and improve streetlights.

Goal and Policy Statement

5. Option 1: The constraints for development provided by the traffic capacity of the downtown must be recognized and the City must work creatively to insure that downtown congestion not increase.
5. Option 2: Economic activity should not be limited by traffic constraints.
 - 5.1 Reduce automobile use in order to allow more development.
 - 5.2 Encourage alternative modes of transportation.

ECONOMIC

1. Reinforce Downtown as the dominant commercial center in Berkeley.
 - 1.1 Attract a major retail anchor within a reasonable distance of mass transit.
 - 1.2 Draw Berkeley residents to downtown for shopping and other activities.
 - 1.3 Improve the opportunity for downtown night activities.
 - 1.4 Provide opportunities for Berkeley's craftspeople and artists.
 - 1.5 Upgrade and maintain downtown buildings.
 - 1.6 Locate regional-serving uses downtown, rather than in the neighborhoods.
 - 1.7 Analyze (and monitor) the (potential) effects of downtown development on the surrounding neighborhoods.
 - 1.8 Provide a mix of mutually supportive business activities in the downtown.
 - 1.9 Create a unique and successful downtown shopping environment.
 - 1.10 Encourage retail, certain types of commercial, restaurants and public functions to locate at the street level.
 - 1.11 Convert first floor offices to public uses as they become available.
2. Encourage innovative and diverse economic activities which day and nighttime users.
 - 2.1 Encourage a mix of business types.
3. Create a healthy balance of mixed income housing and jobs in the Downtown.
 - 3.1 Maximize employment opportunities for a wide range of Berkeley residents.
 - 3.2 Encourage first source hiring for Berkeley residents.
4. Insure healthy economic activity by creating an attractive physical environment.

Goal and Policy Statement

- 4.1 The City of Berkeley must take an active and creative role in improving the image and the physical environment of Downtown.
- 4.2 Create plazas and other urban spaces to enhance the pedestrian environment and increase the number of people who will use downtown.
- 4.3 Prepare an economic element to the City's master plan.
- 4.4 The City should take a creative role to mitigate downtown's problems, in order to increase the number of people who will use downtown.
5. Increase the City's tax base through controlled growth and development in downtown.
 - 5.1 Insure that UC related development and activities contribute positively to the downtown.
 - 5.2 Investigate development incentives (tax benefits, density bonuses etc.,) to encourage appropriate downtown development.
 - 5.3 Because of the possible impacts of regional growth upon Berkeley's downtown, permit only those regional-serving uses that are appropriate for Berkeley.
 - 5.4 Downtown development, both new and existing, should pay its own way with respect to traffice, transit, parking infrastructure needs, employment, and public amenities.
 - 5.5 Ensure that information about tourism and transport is readily available in downtown.
 - 5.6 The city should prepare development cost/benefit analyses to ensure an overall healthy tax base.
 - 5.7 University development off-campus should pay its share of development costs and costs associated with impacts on housing, traffic, transit, parking, infrastructure, etc.
 - 5.8 The University should provide student housing in downtown.
 - 5.9 The City should lobby the State legislature for changes to policies that limit the University's opportunity to pay for its share of development costs.
 - 5.10 Discourage the expansion of University of California uses that drain the City's resources.
6. Option 1: The constraints for development provided by the traffic capacity of the downtown must be recognized and the City must work creatively to insure that downtown congestion does not increase.
6. Option 2: Economic activity should not be limited by traffic constraints.
 - 6.1 Reduce automobile use in order to allow more development.
 - 6.2 Encourage alternative modes of transportation.

Goal and Policy Statement

7. Option 1: Provide for a level of downtown development related to Berkeley's size and character.
7. Option 2: Provide for a level of downtown development related to Berkeley's size and regional location.

SOCIAL/CULTURAL

1. Create a pleasant experience for pedestrians in the downtown.
 - 1.1 Minimize the conflict between pedestrian and vehicular traffic.
 - 1.2 Maximize sun access to sidewalks.
 - 1.3 Provide a variety of outdoor spaces for pedestrians, particularly gathering places. Ensure that these outdoor spaces are comfortable by emphasizing sunlight access, sun and/or wind protection where appropriate, and views.
 - 1.4 Provide for visual interest at street level with development guidelines that encourage retail and other public-oriented uses at the ground level.
 - 1.5 Develop programs to clean up litter in downtown.
 - 1.6 Provide amenities for pedestrians, such as benches, natural features, and safe, pleasant mid-block passages.
 - 1.7 Create a safe, pleasant pedestrian way from BART to the University.
2. Enhance local resident's civic pride and understanding of Berkeley's unique social/cultural character through awareness of past civic accomplishments.
 - 2.1 Encourage projects or activities that can enhance local resident's understanding and knowledge of Berkeley's history.
3. Create a sense of community in the Downtown by locating housing near employment, retail, transit and cultural opportunities.
 - 3.1 Residents of downtown housing should be of a variety of social and income groups.
 - 3.2 Develop housing near public transportation in order to provide a home for people with limited mobility, to assist in providing a retail market, and to provide the opportunity for people to live near their place of employment.
 - 3.3 The City must take an active and creative role to preserve, upgrade and develop low moderate income downtown housing. (Residential hotels, Section 8, joint public/private ventures, limited equity coops, development funds, bonuses, ect.)
 - 3.4 Create a healthy balance of jobs and mixed-income housing in downtown.
 - 3.5 Develop housing for low, moderate and high income ranges.

Goal and Policy Statement

4. Encourage the continued age, social and ethnic diversity in the downtown reflecting a similar diversity in Berkeley.
 - 4.1 Provide cultural activities and opportunities for diverse ethnic and age groups in downtown.
 - 4.2 Draw people into downtown, by encouraging diverse and affordable services that will increase the area's foot traffic.
 - 4.3 Recognize the different mobility and safety needs of various downtown user groups.
 - 4.4 Create opportunities for youth participation in downtown.
5. Make downtown the City's social/cultural center with a mix of daytime and nighttime uses.
 - 5.1 Encourage the University to have a social/cultural presence in downtown.
 - 5.2 Integrate campus cultural life with Berkeley's downtown, by encouraging the University and the students to utilize downtown facilities.
 - 5.3 Refurbish and improve downtown's existing meeting and cultural facilities.
 - 5.4 Encourage live performances and noon-time concerts.
 - 5.5 Provide a centrally located, outdoor gathering place.
 - 5.6 Improve access from Berkeley's neighborhoods to downtown, to encourage its use as a city center.
 - 5.7 Provide opportunities for Berkeley's craftspeople and artists.
 - 5.8 Provide additional cultural facilities.
6. Encourage the University to have a social/cultural presence in the Downtown.
 - 6.1 Encourage the University to locate its cultural facilities in or near to Downtown.
 - 6.2 Encourage the University to provide an information center in Downtown that will identify upcoming cultural activities.

III EVALUATION CRITERIA

An essential part of the planning process as utilized in the preparation of the Downtown Plan for Berkeley is the assessment of both the potential impacts of the various proposed scenarios and the degree to which the various goals are achieved in each scenario. Only with an objective analysis such as this can the many choices be made rationally.

Accordingly it is proposed that both aspects of this process be undertaken in some detail in the upcoming months. First, the impacts of the scenarios will be extensively reviewed, both by staff and by a consultant. Staff will be reviewing the fiscal impacts, covering such items as various tax and fee revenues to the City as well as an estimate of costs anticipated to be borne by the City as a result of the proposed scenario. In addition staff will review the market feasibility of the scenarios, to determine whether or not the amounts of different types of development could be likely to happen and to assess roughly the level of city involvement necessary to make the less likely aspects of the scenarios occur. Fiscal analysis may show a particular scenario to be very promising for the city but the level of aggressive marketing effort and commitment of resources on the part of the City may make it very difficult and impractical at this time. Only through a review can this be determined.

In addition, a transportation consultant has been hired to review the possible traffic impacts of each of the scenarios. The existing capacity of the current circulation system and the unwillingness of the citizens of Berkeley to experience major congestion in the Downtown results in the traffic impacts serving both as a major constraint to the level of future development and a significant aspect in the evaluation of the various

scenarios. As part of the consultants review of the traffic impacts they will be utilizing a computer model and running the scenarios through both with and without various traffic and transit improvements. The information provided by this process will be very valuable in assisting in the determination of both the impacts of the various scenarios and the effectiveness of various strategies for mitigation in the unique environment of Berkeley's Downtown. This information can be used to great advantage during the preparation of the final plan.

The second major subtask in evaluating the various scenarios is the assessment of how well each one succeeds in achieving the goals and policies developed by the Downtown Plan Committee and outlined in the preceding section. Possible scenarios must carry the city forward in an attempt to reach the many goals for the area in addition to having acceptable impacts. The extent that each is able to achieve this delicate balance, will provide guidance in the development of the plan. It is not enough to look at impacts alone; community values, as reflected in the goal and policy statements are equally of benefit.

The criteria herein stated represent those goals and policies that are reflected in the scenarios. Additional questions, representing the remaining items not currently included, will be utilized for an evaluation of the final plan. There are a number of items that are of a level of detail not currently reflected in the scenarios, that will of necessity be included in a finished plan. An expanded list will be used at that point to insure that attention is focussed on all the goals and policies as developed.

The criteria, as with the goals and policies that they represent, are not ranked or weighted. Therefore the scores cannot be simply totalled, with a "winner" or best plan emerging. It is proposed however to assign values to the various criteria, the values representing the degree of success in achieving the particular criteria. To insure the greatest amount of useful information is generated through this exploratory process the criteria will be utilized twice. The first review will assign each scenario an independent numerical ranking for each criteria from one to five, five representing a high degree of conformity with the stated goal. This particular review will not compare the different scenarios one to the other, but will look at each independently. The second review utilizing the criteria will rank the scenarios utilizing the letters A, B, and C. The scenario ranking the highest in attaining the goal stated in the particular question will receive an "A" ranking and the lowest a "C" ranking. Where there is essentially no difference among two scenarios they may both receive the same letter ranking. When there is no significant difference between any of the scenarios no ranking will be given.

It is anticipated that this two fold process will both provide additional useful information on the effectiveness of the various scenarios in leading Downtown Berkeley in the desired direction, and will provide a built in check and balanced between the two methods of utilizing the criteria and insure a more reliable conclusion.

SUMMARY OF EVALUATION CRITERIA

Scenario

1

2

3

Land Use Evaluation Criteria

How do the scenarios succeed

1. In providing housing near public transportation?
2. In preserving, upgrading and developing low-moderate income housing downtown?
3. In making the Downtown the social/cultural center with a mix of day and night time uses?
4. In reinforcing downtown as the dominant commercial center in Berkeley?
5. In increasing the City's tax base through controlled growth and development in downtown?
6. In limiting increases in traffic congestion?
7. In reducing automobile usage?
8. In providing for a level of development related to Berkeley's size and character?
9. In providing for a level of development related to Berkeley's place in the region?

Environmental Quality, Open Space and Recreation Evaluative Criteria

How do the scenarios succeed.....

1. In working towards an improved physical environment downtown?
2. In minimizing pollution in downtown and the surrounding area?
3. In minimizing mechanical noise downtown?
4. In maximizing air purity downtown?
5. In maximizing solar gain and solar protection?
6. In promoting energy efficient transportation modes?

	Scenario		
	1	2	3
7. In promoting mixed use developments, providing a complete living, working and shopping environment?			
8. In clustering higher density development near mass transit?			
9. In creating a pleasant experience for pedestrians downtown?			
10. In minimizing conflict between pedestrian and vehicular traffic?			
11. In maximizing sun access to sidewalks?			
12. In providing a variety of comfortable outdoor spaces for pedestrians, particularly gathering spaces?			
13. In providing for visual interest at the street level, by encouraging retail or other public oriented uses at ground level?			
14. In providing amenities for pedestrians, including benches, natural features and safe, pleasant mid-block passages?			
15. In providing a safe and pleasant pedestrian way from BART to the University?			
16. In providing for a compact downtown?			
17. In focusing future intensive development downtown?			
18. In providing a buffer zone with scaled down development at the periphery of downtown?			
19. In locating regional uses in appropriate sites downtown rather than in the neighborhood shopping areas?			
20. In preserving existing housing in downtown hotels and encouraging high density residential development?			
21. In providing for high density mixed use development?			

Community Design Evaluation Criteria

How do the scenarios succeed.....

1. In identifying the downtown as a unique urban center and integrating downtown's disparate elements?
2. In identifying guidelines for building heights, setbacks and bulk?

Scenario

1

2

3

In defining the major entry points to downtown and downtown's key intersection?

In defining the downtown center?

In enhancing the physical connections between downtown and the surrounding neighborhoods and institutions?

In using common elements such as Strawberry Creek, to connect the University and Downtown?

In providing continuity between the old and new in the built environment?

In identifying important buildings to be preserved?

In identifying important streetscapes to be preserved?

In promoting the reuse of buildings that contribute to the overall design character of downtown?

In preventing new buildings that disrupt the character?

In creating a blend of the natural and built environment?

In maximizing green spaces and plants as part of development and renovation projects?

In restoring Strawberry Creek?

In identifying development opportunities to improve views?

In identifying development opportunities to improve the skyline?

Circulation Evaluation Criteria

Do the scenarios succeed in.....

In providing a safe and efficient circulation system?

In improving bicycle access and bicycle facilities?

In improving transit access to the downtown?

In creating safe and pleasant pedestrian access to downtown from the surrounding neighborhoods?

Scenario

1

2

3

5. In clustering high density development near mass transit?
6. In increasing the supply of short term parking from the existing pool of downtown parking?
7. In identifying appropriate locations for aggregated parking and reducing the number of small, off street parking lots?
8. In identifying selected corridors for mode priority?
9. In creating safe and pleasant mid-block pedestrian ways?
10. In limiting increases in traffic congestion?

Economic Evaluation Criteria

How do the scenarios succeed.....

1. In reinforcing the downtown as the dominant commercial center in Berkeley?
2. In including a major retail anchor within a reasonable dsitance of mass transit?
3. In providing a draw for residents to downtown for shopping and other activities?
4. In improving the opportunity for downtown night activities?
5. In locating regional serving uses downtown, not in the neighborhoods?
6. Minimizing the effects of downtown development on the neighborhoods?
7. In creating a unique and successful downtown shopping environment?
8. In encouraging retail, certain types of commercial, restaurants and public functions to locate at the street level?
9. In providing for a healthy balance of mixed income housing and jobs in the downtown?
10. In providing an attractive physical environment to insure healthy economic activity?
11. In enhancing the pedestrian environment by creating plazas and other urban spaces?

Scenario

1

2

3

12. In limiting increases in traffic congestion?
13. In providing for a level of development related to Berkeley's size and character?
14. In providing for a level of development related to Berkeley's place in the region?

Social/Cultural Evaluation Criteria

How do the scenarios succeed.....

1. In creating a pleasant experience for pedestrians in the downtown?
2. In increasing the area's foot traffic?
3. In providing a place for live performances and noon-time concerts?
4. In providing a centrally located outdoor gathering place?
5. In improving access to downtown from the neighborhoods?
6. In providing additional cultural facilities?
7. In locating housing near employment, retail, transit and cultural opportunities to create a sense of community downtown?

IV. DEVELOPMENT SCENARIOS

A. OVERVIEW OF THE PROCESS

As part of the decision making process for the Downtown Plan, the impacts of different downtown growth scenarios will be tested. These scenarios share a common base; the framework that was developed by the Downtown plan Committee in February, 1986. The scenarios have been designed by planning staff to reflect the different directions for downtown growth expressed by members of the Downtown Plan Committee. Initially, the impacts of three growth scenarios will be analyzed. The city's transportation consultants will analyze the traffic impacts of these scenarios, and planning staff will examine economic, fiscal, social and design impacts. This analysis will be used to develop three additional scenarios, or to modify the land use characteristics of the first three, bringing the total number of growth scenarios to be evaluated to six. The Downtown Plan Committee will review staff evaluation of the scenarios based on the criteria set forth in Section III of this report. The analysis and evaluation of different growth scenarios will provide the community, the Downtown Plan committee, the Planning Commission, City Council and city staff with information necessary to refine policies and determine implementation mechanisms for the Downtown Plan.

The Downtown Plan Committee of the Planning Commission has been working closely with staff throughout the process to determine the possible development futures that should be tested as part of the planning process. The following list chronicles the decisions the Committee has made and how they have determined the first three development scenarios that will be tested.

DATE	ACTION
Fall, 1984	The Downtown Plan Committee prepares condition statements, identifies issues and problems in downtown.
Spring, 1985	Community Forum #1 on problems and possibilities of the downtown.
Spring-Fall 1985	The Committee develops goals and policy statements, and identifies services and land uses that are lacking or desired in downtown.
February 1986	Staff prepares common framework sketch to depict graphically the Committee's goals, policies and areas of agreement regarding desirable improvements for downtown.
March 1986	Community Forum #2 on Land Uses and the Common Framework. Based on urban design analysis, the Committee reviews possible development scales, decides to study a range of development scales and designates areas within downtown for special consideration.
April 1986	Staff prepares zoning envelopes for the scale of development suggested by the Committee, determines different levels of development capacity and land use mixes that would begin to accomplish some of the Committee's goals. Staff coordinates these into three preliminary development scenarios. The first scenario is a base case of development already permitted or likely to occur, the second is a 50% increase over the existing square footage with a mixed use emphasis, and the third is a high development scenario with a concentration on creating new residential opportunities.
May 1986	The Committee reviews suggested land use scenarios and endorse them for testing purposes.

B. COMMON FRAMEWORK FOR THE DOWNTOWN PLAN

By identifying problems, preliminary goals, policies and desirable land use changes for parts of downtown, the Downtown Plan Committee has described a general direction for downtown growth. The overall goals of the Committee seek to increase downtown social, cultural and economic opportunities and to improve environmental quality. These goals apply to existing uses as well as to new development, and to both public and private properties. Many of the improvements suggested by the committee involve much more than the land use issues the development scenarios will test; to some extent, these are included in the description of the common framework presented here.

The framework described in this section is the common base that any proposed development scenarios will share. Within the Committee, there is a considerable degree of consensus around many land use, circulation, economic, environmental, aesthetic, social and cultural issues. Additionally, the Committee agrees on a number of features that would be desirable to incorporate into the final Downtown Plan, regardless of the optimal amount of development or land use mix decided upon.

Through discussions about land use, scale and context, the Downtown Plan Committee has identified planning sub-areas where locational context and current land use characteristics present special opportunities or constraints. These include a downtown core area, transitional edges and buffer zones and entry corridors. Some of these special districts extend beyond the boundaries of the Downtown Plan study area, so that detailed land use and economic data are currently unavailable. However, these areas comprise the immediate context of the downtown, and the constraints and

opportunities they present for development must be considered as downtown planning continues.

i) Planning Sub-Areas

a) The Downtown Core

The downtown core, because of its historical role as Berkeley's commercial center and its proximity to public transportation and administrative, educational, civic and retail functions, can be considered the focus of the downtown and the most desirable location within the city for intensifying commercial activity. In this area, bounded roughly by Oxford, Addison, Kittredge and Milvia Streets, it may be most likely to be able to locate new land uses with a minimal impact on adjacent neighborhoods. However, new development within this core area must improve and not detract from the historic buildings, retail activity and the quality of the pedestrian environment.

The Committee has made many specific recommendations for downtown cultural and environmental improvements. For the most part, these improvements are independent of the issue of how much and what type of new development should occur in the downtown. They are presented here to provide a description of the context within which the Committee is working. In the downtown core area, transit and transportation improvements, such as a BART entrance on the east side of Shattuck Avenue and a transit lane, mall and information booth have been discussed. The University of California could make a positive contribution to the downtown by locating a public facility such as a museum, ticket office or information center within the core area. Encouraging downtown banks to relocate some of their

first floor functions to other levels could make excellent retail space available along the busiest downtown streets. Environmental improvements range from a suggestion to continue the Slow Street concept through downtown to uncovering Strawberry Creek and creating a pleasant outdoor amenity. Additional suggestions not specific to the downtown core are included at the end of this section.

The Downtown Plan Committee envisions the downtown core as the location of more intense levels of development and activity. With BART, AC Transit and Humphrey Go Bart connections, the core is seen as a potential location for transit improvements and alternative transportation innovations. Improvements for pedestrians and transit users, such as benches, bus shelters and improved maintenance of outdoor spaces will also be a necessary part of the downtown plan, as will bicycle storage facilities and better routes for bicycle commuters. An emphasis on retail, commercial and cultural uses on the ground floor of buildings will contribute to downtown pedestrian activity. Special attention to the retail uses and historic street wall along Shattuck Avenue has led to the concept of stepping back taller new buildings from the street so that their height and bulk will be located in the center of the blocks and have less impact on the scale and streetscape within downtown. For the development scenarios that will be tested, the maximum height of new buildings will range in scale from about six to ten stories in the core area.

b) Oxford Street - East Edge

Oxford Street forms the east edge between the downtown and the University of California campus. With the exception of a few major buildings, most of the parcels are not developed to their maximum potential

under current C-2 zoning. Consequently, with appropriate direction and regulation, there is the opportunity to shape future development of this area in accordance with downtown planning goals.

As an edge between the downtown and the campus, Oxford Street separates rather than joins. While the greenery of the campus provides an attractive visual amenity, a poor functional relationship exists between the campus and the downtown. The visual connection should be maintained by requiring that new development not obstruct views to the east of campus open spaces or the campanile, or views to the west of the bay and the hills. The functional connection can be strengthened by improving pedestrian crossings along Oxford Street and by encouraging land uses in this area that service both the downtown and campus communities, such as restaurants, cultural opportunities and retail shops. Because of proximity to BART and the University, some parcels along Oxford Street may be appropriate for high density housing. The Committee agreed to test a range in development capacity of four to eight stories along the Oxford Street edge.

c) North Edge - Buffer - University Avenue Entry Corridor

University Avenue forms part of the north edge of the downtown study area and functions as a major entry corridor into the downtown. As the main arterial between downtown and the university and I-80, it is a major automobile and transit route. As University Avenue approaches the campus, buildings and land uses along University Avenue change slightly from low scale commercial uses to those more characteristic of the central business district. For the portion of University Avenue that is in the downtown

study area, between M.L.K. Jr. Way and Oxford street, the land use pattern is one of ground floor retail, restaurant and commercial service uses with offices or residences above. Until recently, most buildings were low in scale, one to three stories, with a few exceptions such as the Acheson Building. The recent seven story building at Shattuck Square and University and the five story Golden Bear project have altered the scale of University Avenue considerably. Concern about how these changes might negatively impact adjacent residential areas led to the recent reclassification of the north side of University Avenue to C-1 zoning. However, the downtown planning process will continue to study different uses along University Avenue that could accomplish the Committee's goals for downtown without detriment to the adjacent residential areas. The north edge of the study area has been described by the committee as a buffer area that can provide an appropriate transition between downtown uses and residential districts to the north and west. The Committee has agreed to test a range in scale from three to six stories along the north side of University Avenue.

d) North and South Shattuck

Although not directly within the boundaries of the planning study area, both north and south Shattuck Avenue are entry corridors into the downtown where potential development sites for new residential construction are located. Increased residential populations in these areas could support downtown businesses and would have good access to downtown employment, educational and cultural opportunities by public transit or by walking. the Committee has described the appropriate scale and type of development for these corridors as three or four floors of housing over a commercial use at the street level.

e) Civic Center and West transition Zone

The Civic Center area, composed of the Milvia Street Civic Center Building, the Berkeley Community Theater, M.L.K. Jr. Park, the Old City Hall Building, Alameda County Courthouse and the Veteran's Building, is an underutilized community resource. The park, although the only major open space in the downtown, is rarely used for cultural and civic activities, and park users do not reflect the social, cultural and age diversity of the city's population or of downtown users in general. The Committee has discussed the need to encourage the use of the park by a broader segment of the community by improving the functional relationship between the park and the Civic Center Building, providing for activities that appeal to a wide range of people and encouraging more civic and cultural uses in the buildings around the park. Specific suggestions by Committee members have included adding a bandstand or cafe in the park, relocating or replacing the parking lot to the rear of the Civic Center Building , and making better use of the Veteran's Building. Changes in this area should enhance the Civic Center characteristics, but should not be detrimental to the residential district west of M.L.K. Jr. Way.

f) Addison street

Because of a concentration of small to moderate scaled buildings and auto-related services, Addison Street from M.L.K. Jr. Way to Shattuck Avenue presents potential opportunity for downtown change. There is a concentration of historical buildings around Addison Street and Shattuck Avenue, which may provide the opportunity to develop a historical retail, entertainment, or cultural district. Larger parcels to the west of

Shattuck could provide development opportunities for housing in mixed-use projects. the Committee has discussed both of these directions for change along Addison Street, and has agreed to test a range in scale from about three to seven stories, with residential opportunities and a historical district along the street.

g) Other Improvements

Over the course of their year and a half of meetings, the Committee has made the following suggestions that elaborate on the goals and policies of Section II of this report.

TRANSPORTATION:

- Use advertising to increase transit use and promote alternatives to the single occupant vehicle.
- Improve bike access and connections; develop a safe bike route through downtown and provide secure bike storage.
- Do not decrease the number of parking spaces.
- Increase the amount of short term parking available.
- Improve the environment for pedestrians.

ENVIRONMENTAL QUALITY:

- Use landscape elements to link downtown with nearby open spaces.
- Improve the pedestrian environment by providing amenities, improving the sidewalks and adjusting signal timing where appropriate.
- Increase the natural and developed landscape amenities (window boxes, hanging planters, plazas, mid-block passages, and Strawberry Creek restoration).
- Identify and develop a crosstown bicycle route through downtown.

SOCIAL AND CULTURAL

- o Provide for the needs of the seniors who live downtown - increase safety and cleanliness.
- o Locate a daycare center in downtown.
- o Identify historically significant buildings.
- o Offer walking tours, orientations and/or descriptive brochures to visitors and tourists.
- o Encourage historic preservation by reducing building permit fees for restoration projects.

ii) Conclusion

Some of these ideas were presented to the community at the second Community Forum on March 17, 1986. Response from the presentation raised some additional issues. Community members raised concerns about the desirability of encouraging any growth or change in the downtown and whether downtown should function as a local or as a regional center. As a part of this discussion, the issue of strengthening retail activity by recruiting an anchor department store was debated. More concerns about downtown's context were raised -- some with regard to adjacent neighborhoods and some suggesting that downtown be more connected to other shopping areas in Berkeley, specifically the Sather Gate area and North Snattuck.

With this information from the Downtown Plan Committee and the community responses from the Forum, and analysis from background reports, staff began to propose a series of possible development schemes, called scenarios, that could be tested and analyzed to provide additional information for decision making and focusing concerns for the final Downtown Plan.

EACH DOWNTOWN EDGE HAS SPECIAL CHARACTERISTICS AND REQUIRES DIFFERENT TREATMENT.

- EAST NEXT TO U.C. CAMPUS OPEN SPACE & OXFORD ST.
- NORTH NEEDS TO BUFFER BETWEEN RESIDENTIAL AREA & DOWNTOWN CORE
- WEST PART NEEDS TO BUFFER FOR RESIDENTIAL AREA. REST - GOOD TRANSITION PROVIDED BY INSTITUTIONAL USES
- SOUTH NEXT TO COMMERCIAL USES ALONG SHATTUCK. RESIDENTIAL AT PULSON

MARK ENTRY WAYS INTO THE DOWNTOWN AS APPROPRIATE

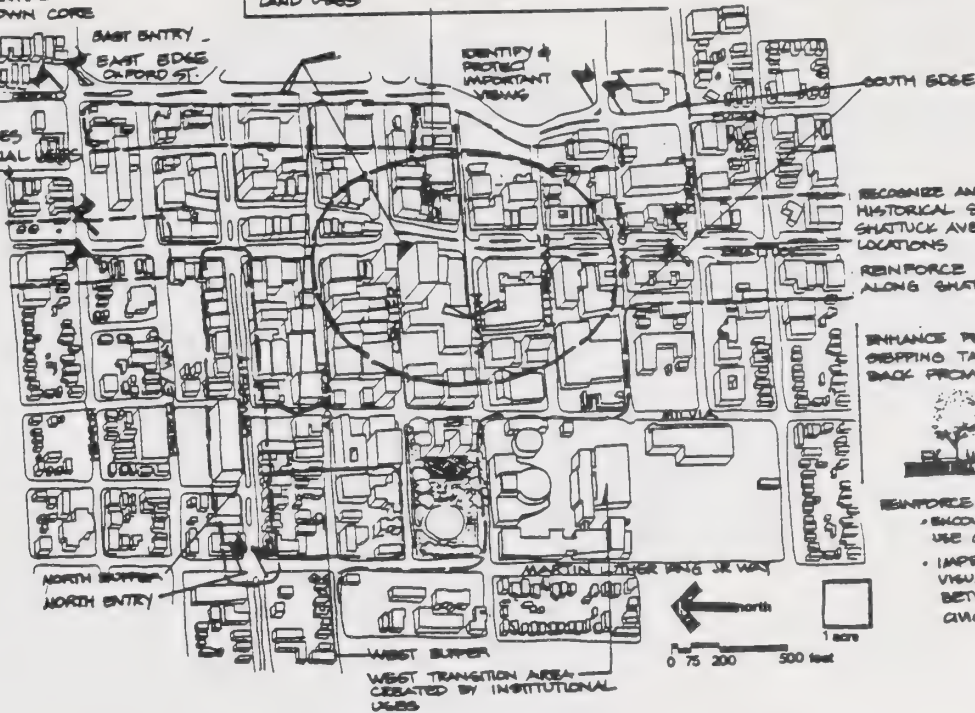
COMPACT DOWNTOWN CORE SEPARATED FROM NEIGHBORHOODS BY BUFFER AREAS

CORE HAS MORE DENSITY AND TALLER BUILDINGS, EXAMPLE CONTINUE THE PATTERN

CORE HAS MIX OF LAND USES



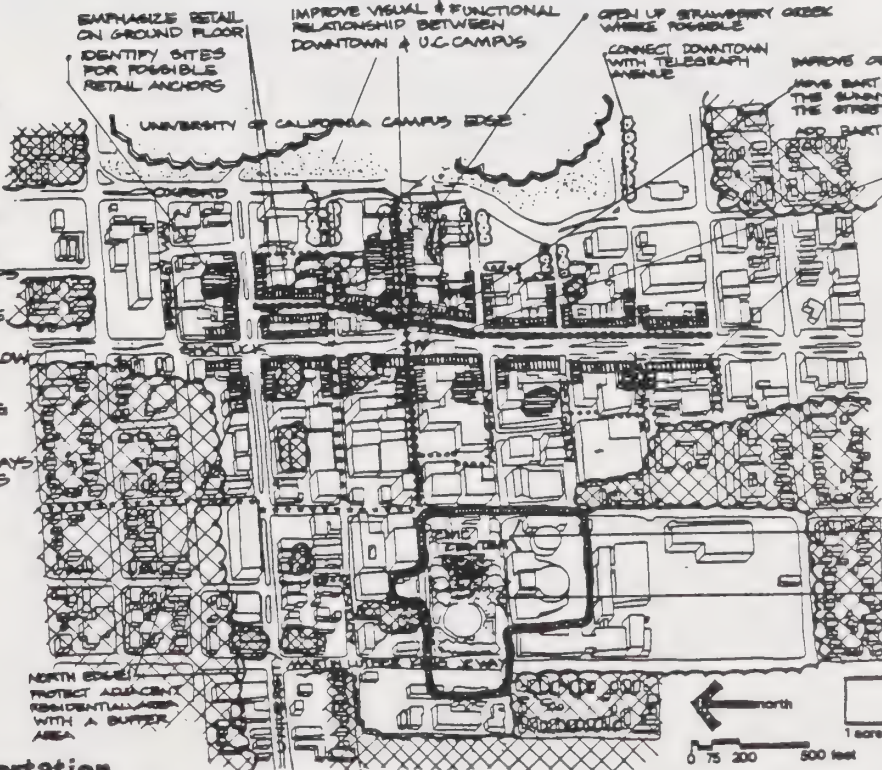
ILLUSTRATIVE SECTION, EAST/WEST. NOT TO SCALE.



urban design

ENCOURAGE IMPROVEMENTS FOR PUBLIC TRANSPORTATION AND ALTERNATIVE TRANSPORTATION, SUCH AS:

- TRANSIT MALL
- TRANSIT LANE
- EAST-WEST SERVICE IMPROVEMENTS
- INFORMATION KIOSK
- SHELTERED BUS STOPS
- IMPROVED BICYCLE ACCESS AND STORAGE FACILITIES
- IMPROVE TRAFFIC FLOW
- INVESTIGATE A VARIETY OF PARKING STRATEGIES
- CREATE MID-BLOCK WALKWAYS FOR PEDESTRIANS

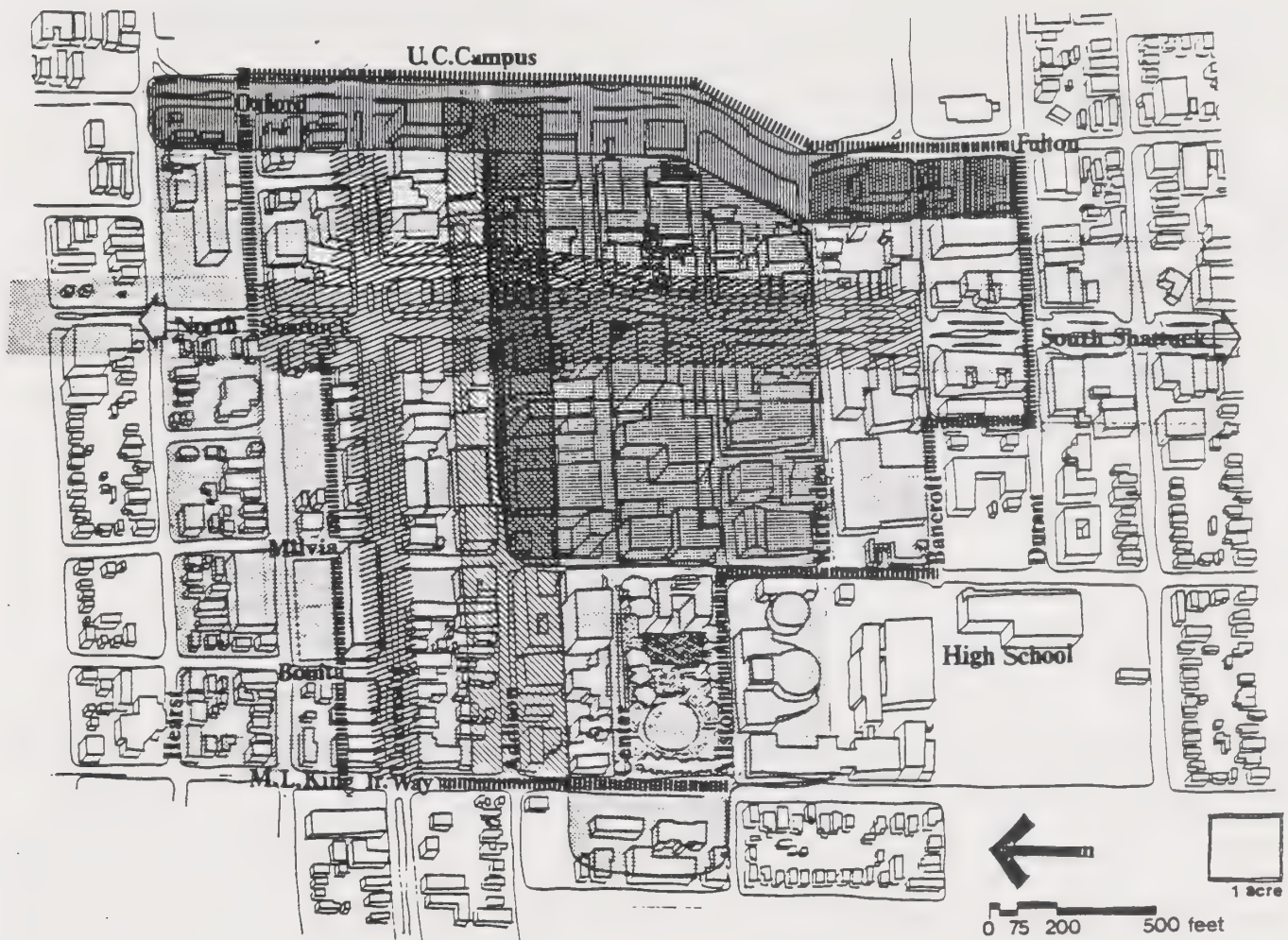


land use, transportation, environmental quality, open space & recreation

framework for a downtown plan

DOWNTOWN PLAN COMMITTEE, BERKELEY 1986

- STRONG RETAIL EMPHASIS
- RESIDENTIAL USES
- TRANSIT PRIORITY POTENTIAL
- POTENTIAL MID-BLOCK WALKWAYS
- POTENTIAL BIKE/PEDESTRIAN PRIORITY



OXFORD STREET EDGE



DOWNTOWN CORE AREA



SHATTUCK AVENUE RETAIL DISTRICT



UNIVERSITY AVENUE RETAIL DISTRICT



ADDISON STREET DISTRICT



OTHER PLANNING SUB-AREAS

North Shattuck

South Shattuck

West edge

Civic Center



EDGE OF DOWNTOWN STUDY AREA

PLANNING SUB-AREAS

ILLUSTRATION 2

C. DEVELOPMENT SCENARIOS

As a major goal for the Downtown Plan, the committee has proposed a mixed-use downtown. However, individual opinions differ as to what is the most desirable land use mix and amount of development. Most disagreement involves the balance between and feasibility of new office and residential development. For the purposes of testing different options with respect to these issues, development scenarios that express a variety of land use mixes and amounts of development over the next twenty-five years will be examined. Analyzing the impacts of different development futures will assist in decision-making for the Downtown Plan.

The traffic impacts of a total of six development projections can be tested by the city's transportation consultant. It is important that these test cases represent the range of visions for downtown's future held by community representatives on the Downtown Plan Committee. Therefore, the development projections have been put together as parts of different scenarios that vary the amount, location and type of new development and represent different priorities and approaches for downtown planning. The first stage of the evaluation process will be based on information received from the transportation consultant about the traffic conditions and parking demands generated by the land uses proposed in each scenario, so at this point, no transportation or parking improvements are included in the development scenarios.

This report outlines the base test case (Scenario #1) and two possible development schemes (Scenarios #2 and #3). As more information about the impacts of different kinds of development becomes available, these will be modified and new scenarios designed to ensure that the range of futures

tested reflects different community concerns. It is important to stress that the scenarios are not intended as development proposals, but as a method of testing the impacts of different kinds of growth and determining the best direction for downtown change.

On May 13, at their regular meeting, the Downtown Plan Committee agreed that the first three (out of six) growth scenarios to be tested will include:

1. A 'base case' scenario, that includes all currently permitted development and projects with a likelihood of being constructed. This on-line development represents approximately 538,000 square feet of new construction, an increase of 14% in downtown development.
2. A mixed-use, moderate growth scenario, that projects of 50% increase in built space and represents, approximately 1,933,000 square feet of new development.
3. A high growth scenario with an emphasis on residential uses, that projects a 100% increase in built space and represents almost 3,053,000 square feet of new development.

i) Methodology

The following method was used in designing the development scenarios. First, based on the scale of development suggested in the Committee's common framework potential capacity for the lower and upper ranges in scale was determined. This capacity, described as a potential zoning envelope, helped in the process of locating possible development sites (outlined in more detail in the following section). Finally, once again based on the discussions about location and desirable land use changes, new uses were assigned to each development site in accordance with the desirable land use mix for each scenario. At this time, the land use scenarios are not development proposals, but are a means of testing the development capacity based on zoning, current use and committee goals.

For planning purposes, the scenarios were based on the following assumptions:

1. There will be no destruction of or change to existing residential structures.
2. There will be no destruction of buildings with landmark status.
3. All projects that currently have building permits will eventually be constructed and occupied.
4. The University of California Office of the President expansion will occur.
5. Unlimited demand is assumed for planning purposes.
6. New development is most likely to occur on parcels that are relatively large in size, currently underutilized and/or vacant.
7. The scale and location of new development would conform to height and bulk limits and locational guidelines as suggested by the Downtown Plan Committee.
8. The proposed land use mixes would eventually be achieved.

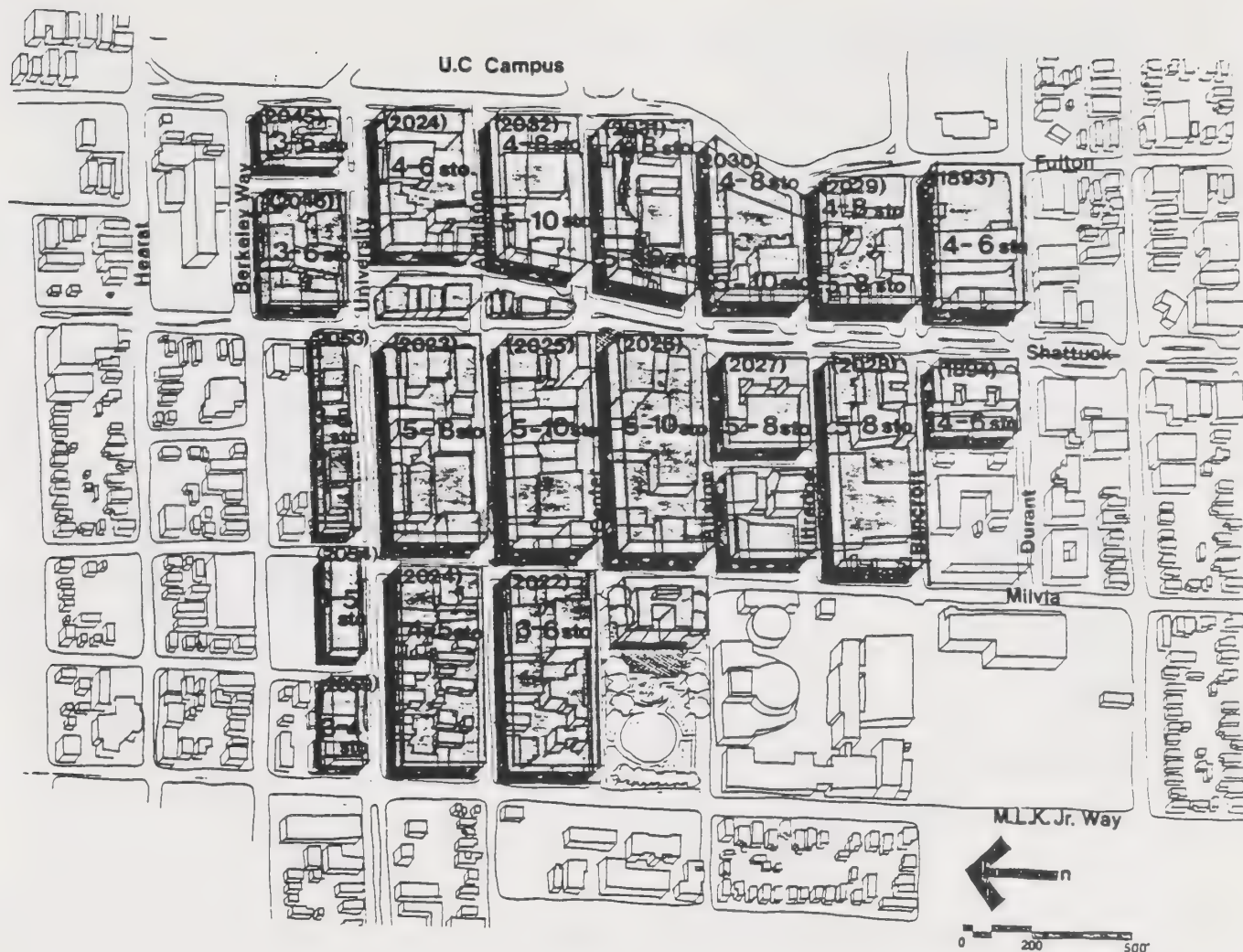
ii) Zoning Envelope

Design analysis has allowed the Downtown Plan Committee to evaluate the form and scale of new structures and to assess the best locations for different uses. This analysis and description of scale has resulted in two potential zoning envelopes overlaid onto the Committee's common framework. The views of committee members differ as to the intensity and the scale of development that is desirable for the downtown, so staff has continued to test a range of development opportunities in the planning scenarios.

The current zoning envelope in the downtown study area allows eight million square feet in addition to the approximately four million square feet that are built, resulting in a total development capacity (based on zoning) of approximately twelve million square feet. As an overall concept, the committee has proposed to consolidate this development

capacity in the inner core of the downtown area, furthest from adjacent residential neighborhoods and closest to public transportation. If adopted, this policy would lead to changes in the C-2 height and bulk requirement as a major part of the Downtown Plan. These potential changes were studied, illustrated and presented to the Committee as the proposed Zoning Envelope Range (see Illustration 3). The resulting changes in development capacity were also presented to the Committee. Once again, development capacity refers to the maximum amount of development that could physically fit within the zoning height and bulk regulations. At the lower range of the proposed zoning envelope, with residential and landmarked properties not considered for development, the resulting development capacity would be almost nine million square feet. At the upper range of the proposed zoning envelope, under the same conditions, a total development capacity of thirteen million square feet would result. Taking into account that there are currently almost four million square feet of built space downtown, the range in development capacity to be studied in the planning process is a gain of between five and nine million square feet of new development.

It should be noted that at this stage in the planning process, basic issues of how much development, what kind it should be and where it is best located are still being analyzed. Once these decisions are made, the zoning envelope will be refined, taking into account views, setbacks, important streetscapes, historical buildings, proximity to transit, plans to uncover Strawberry Creek and other constraints that further analysis may suggest.



<u>Block Number</u>	<u>Proposed Height Range Guidelines</u>	<u>Location in Study Area</u>
1894	4 - 6 stories	South edge, Shattuck Avenue
1893	4 - 6 stories	South & east edges, Shattuck Ave.
2029	4 - 8 stories	East edge, Shattuck Ave.
2028	5 - 8 stories	South edge, Shattuck Ave.
2027	5 - 8 stories	Shattuck Ave.
2030	4 - 10 stories	East edge, Shattuck Ave., core
2031	4 - 10 stories	East edge, Shattuck Ave., core
2026	5 - 10 stories	Shattuck Ave., core
2025	5 - 10 stories	Shattuck Ave., Addison St., core
2032	4 - 10 stories	East edge, Shattuck Ave., core
2024	4 - 6 stories	East edge, Addison St. Univ. Ave.
2023	5 - 8 stories	Univ., Shattuck & Addison
2024	4 - 5 stories	North/west edge, Univ. Ave
2022	3 - 6 stories	West edge, Civic Center
2059	3 - 4 stories	Univ. Ave, north edge/buffer
2054	3 - 5 stories	Univ. Ave, north edge/buffer
2053	3 - 5 stories	Univ. Ave, north edge/buffer
2046	3 - 6 stories	Univ. & Shattuck, north edge/buffe
2045	3 - 6 stories	East edge, Univ. Ave.
2021	-	Civic Center
2033	-	Shattuck Ave.

PROPOSED ZONING ENVELOPE FOR TESTING DEVELOPMENT SCENARIOS

ILLUSTRATION 3

iii) Development Assignments

Development assignments were made by analyzing land uses, locating potential development sites, applying the Downtown Plan Committee's preliminary land use, height and bulk guidelines and determining the resulting range in development capacity. In accordance with city policy no residential or landmarked properties were considered as new development sites. Parcels were ranked on the basis of size, current use, amount of built space, location, proximity to like uses, and the development potential as proposed by the Committee recommendations on development scale. Actual parcels are illustrated as development sites only to give a visual image of what the scale and changes in use are that are being proposed for each scenario. They are not intended to identify particular development locations at this time, but rather provided an illustration of the possible futures.

iv) Description of Development Scenarios

a) Development Scenario 1 -- Base Case

The first growth scenario establishes a base case for analysis and includes the current amount of development that is newly constructed, permitted and some proposed projects at full occupancy. This development projection will enable the transportation consultants to assess the traffic conditions and parking demands in the near future, when recently constructed buildings and proposed developments are fully occupied. It will also enable more accurate projections for market, employment and fiscal impacts as well an assessment of the conditions closer to the time



Illustrative: Base Scenario - 1

DOWNTOWN PLANNING

DEVELOPMENT PROJECTION #1

BLOCK & PARCEL NUMBER	CURRENT USE*	DEVELOPMENT CAPACITY	PROPOSED LAND USE MIX:				
			OFFICE	COMMERCIAL	RESIDENTIAL	INSTITUTIONAL	PARKING & AUTO.
2054	35,000 (A)	167,000	133,000	34,000			
2023 - 21	6,731 (P)	38,000	28,000	10,000			
2026 - 11	11,360 (P)	176,000	37,000	139,000			
2034 - 3	1,820 (P)	60,000	60,000				
1893 - 2,3,4,5	21,200 (P)	97,000	87,000	10,000			
TOTAL	76,111	538,000	345,000	193,000			
LESS CHANGES IN 'CURRENT' USE		(76,000)					
NET ADDITION IN SPACE		462,000	345,000	193,000			(76,000)
EXISTING BUILT SPACE		3,827,000	1,346,000	1,008,000	435,000	405,000	633,000
NEW TOTALS FOR DEVELOPMENT PROJECTION NUMBER 1 - 14% INCREASE		4,289,000	1,691,000	1,201,000	435,000	405,000	557,000
LAND USES AS A PERCENT OF TOTAL DOWNTOWN SPACE		100%		28%	10%	9%	13%

Development Projection Base Scenario - 1

the Downtown Plan is likely to go into effect. The 'on-line' development included in this scenario represents a fourteen percent (14%) increase over what currently exists in downtown.

This new development would alter the land use distribution in downtown so that office use would comprise 40% of the total commercial uses (includes retail, restaurants and services) 28%, residential space 10%, institutional space 9%, and parking and auto-related space 13%.

b) Development Scenario 2

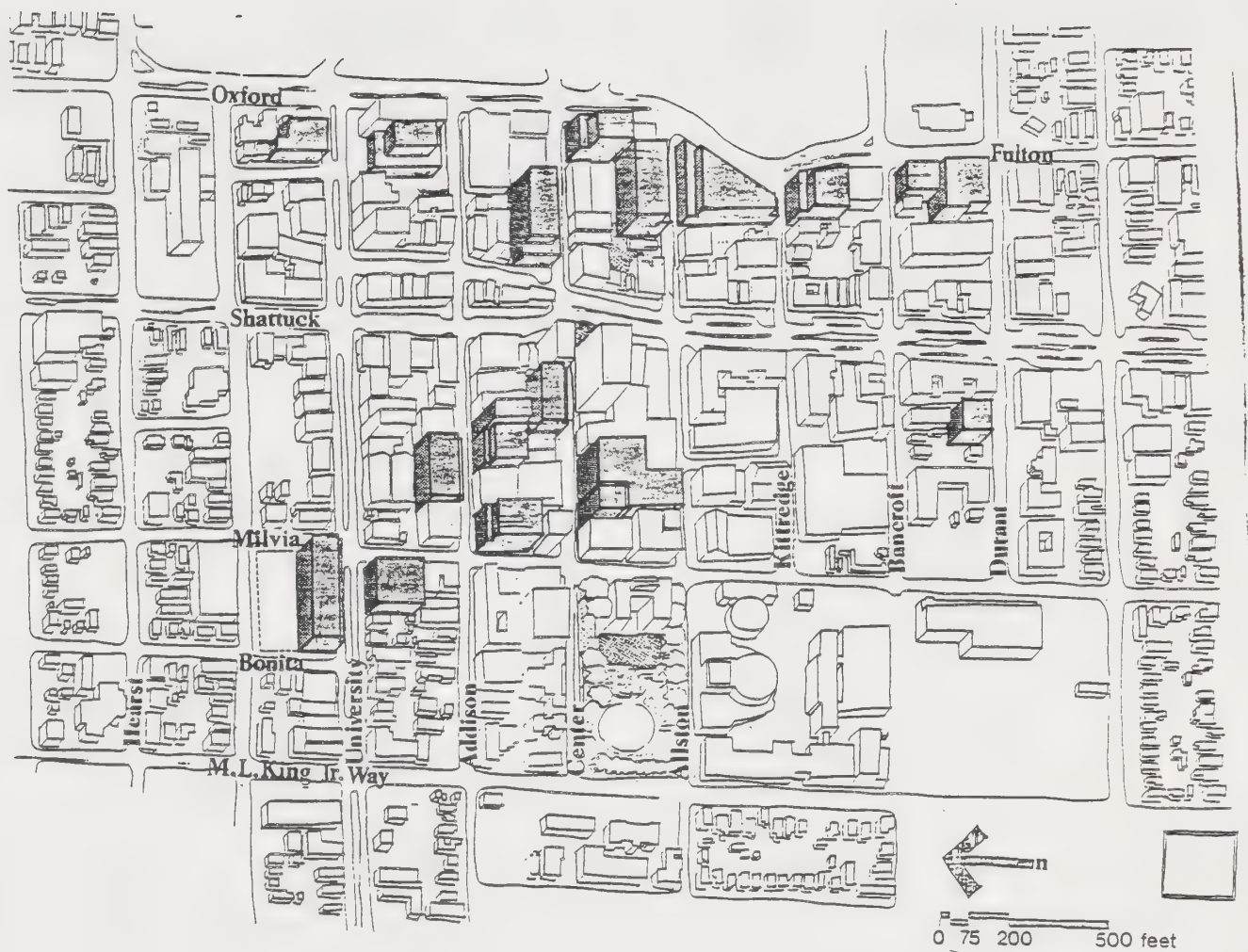
The second development scenario (#2) builds on the base case to examine a mixed-use growth projection of a fifty percent (50%) increase in built space to a total of approximately five and a half million square feet. Because of the emphasis on a mixed-use downtown, half of the new development capacity was assigned to office uses and the other half divided equally between residential and commercial uses. That is, the new development was assigned so that for every two square feet of new office space, one square foot of residential and commercial space each would be assigned. This scenario uses the lower maximum of the proposed zoning envelope to determine development capacity and location. Under these conditions, staff projections show that new development could be expected to replace about 358,000 square feet of existing uses at about twenty downtown locations.

This additional development would alter the current distribution of land uses. Offices remain the dominant land use, at 41%, followed by commercial (26%) and residential (17%) space. Changes in use would reduce the proportion of institutional and auto-related sites to 7% and 9% of the

DOWNTOWN PLANNING
DEVELOPMENT PROJECTION #2

BLOCK & PARCEL NUMBER	CURRENT USE*	DEVELOPMENT CAPACITY	PROPOSED LAND USE MIX:				
			OFFICE	COMMERCIAL	RESIDENTIAL	INSTITUTIONAL	PARKING & AUTO.
2054	35,000 (A)	167,000					
2023 - 21	6,731 (P)	38,000	133,000	34,000			
2026 - 11	11,360 (P)	176,000	28,000	10,000			
2034 - 3	1,820 (P)	60,000	37,000	139,000			
1893 - 2,3,4,5	21,200 (P)	97,000	60,000				
			87,000	10,000			
2032 - 5	4,765 (C)						
	10,000 (P)	267,000					
2031 - 1	2,495 (C)		180,000	90,000			
	10,000 (P)	89,000					
2031 - 3,4	30,014 (O)	124,000		10,000	79,000		
2030 - 4,5,6,7	34,200 (P)	137,000	84,000	40,000			
2023 - 16,17	7,600 (P)		97,000	40,000			
	2,338 (O)	57,000					
2023 - 5,6,7	3,045 (O)		47,000	10,000			
	20,775 (C)	113,000					
2023 - 21	14,580 (A)	84,000	98,000	15,000			
2026 - 10	4,875 (O)			10,000	74,000		
	4,875 (C)	78,000	68,000	10,000			
2045 - 4,5	5,175 (C)						
	2,250 (P)	59,000					
2029 - 2	4,676 (A)			10,000	49,000		
		115,000					
2025 - 9	11,180 (C)	119,000		10,000	105,000		
2024 - 1	10,177 (A)	69,000		15,000	104,000		
1894 - 2	10,000 (I)	31,000		17,000	52,000		
				5,000	26,000		
	269,131	1,880,000	918,000	475,000	489,000		
LESS CHANGES IN CURRENT USES		(269,000)	(40,000)	(49,000)	---	(10,000)	(170,000)
NET ADDITION IN SPACE		1,611,000	878,000	426,000	489,000	(10,000)	(170,000)
EXISTING BUILT SPACE		3,827,000	1,346,000	1,008,000	435,000	405,000	633,000
NEW TOTALS FOR DEVELOPMENT PROJECTION NUMBER 2 - 50% increase		5,438,000	2,224,000	1,434,000	924,000	395,000	463,000
LAND USES AS A PERCENT OF TOTAL DOWNTOWN SPACE		100%	41%	26%	17%	7%	9%

Possible Development Projection Test Scenario 2



Illustrative: Test Scenario 2

total. The additional 1,304,000 square feet of office and commercial space represent as much space as ten Great Western buildings. Numerous shops, restaurants and commercial services as well as a major department store could be accommodated by the additional commercial space. This additional office and commercial space could increase the downtown daytime population by almost three thousand people. The additional 489,000 square feet of residential space could increase the permanent downtown resident population by between seven hundred to two thousand people, depending on the density of housing constructed. The first figure assumes an average of one and a half persons per thousand square foot residential unit (a large apartment or condominium) and the second figure assumes an average of four people per thousand square foot residential unit (a dormitory or large residential hotel room).

c) Development Scenario 3

Scenario 3 is a high housing, high development growth projection. This scenario assumes that if a large amount of new development occurs, a considerable proportion of that new development should be residential space. (DPC Goals, Section II). The scenario projects a 100% increase in the total amount of built space, with half of the new development housing and the other half equally divided between office and commercial uses. Because of the emphasis on creating housing in the downtown area, this scenario assigned land uses on the basis of two square feet of housing for every two square feet of office and commercial combined.

An additional three and a half million square feet of new development would bring the total build space downtown go about seven million. This

scenario uses the upper maximum of the proposed zoning envelope to determine development capacity and locations. Most of the uses replaced would be parking or auto-related, but to accommodate this amount of new development, some commercial, institutional and low intensity office space would also be replaced.

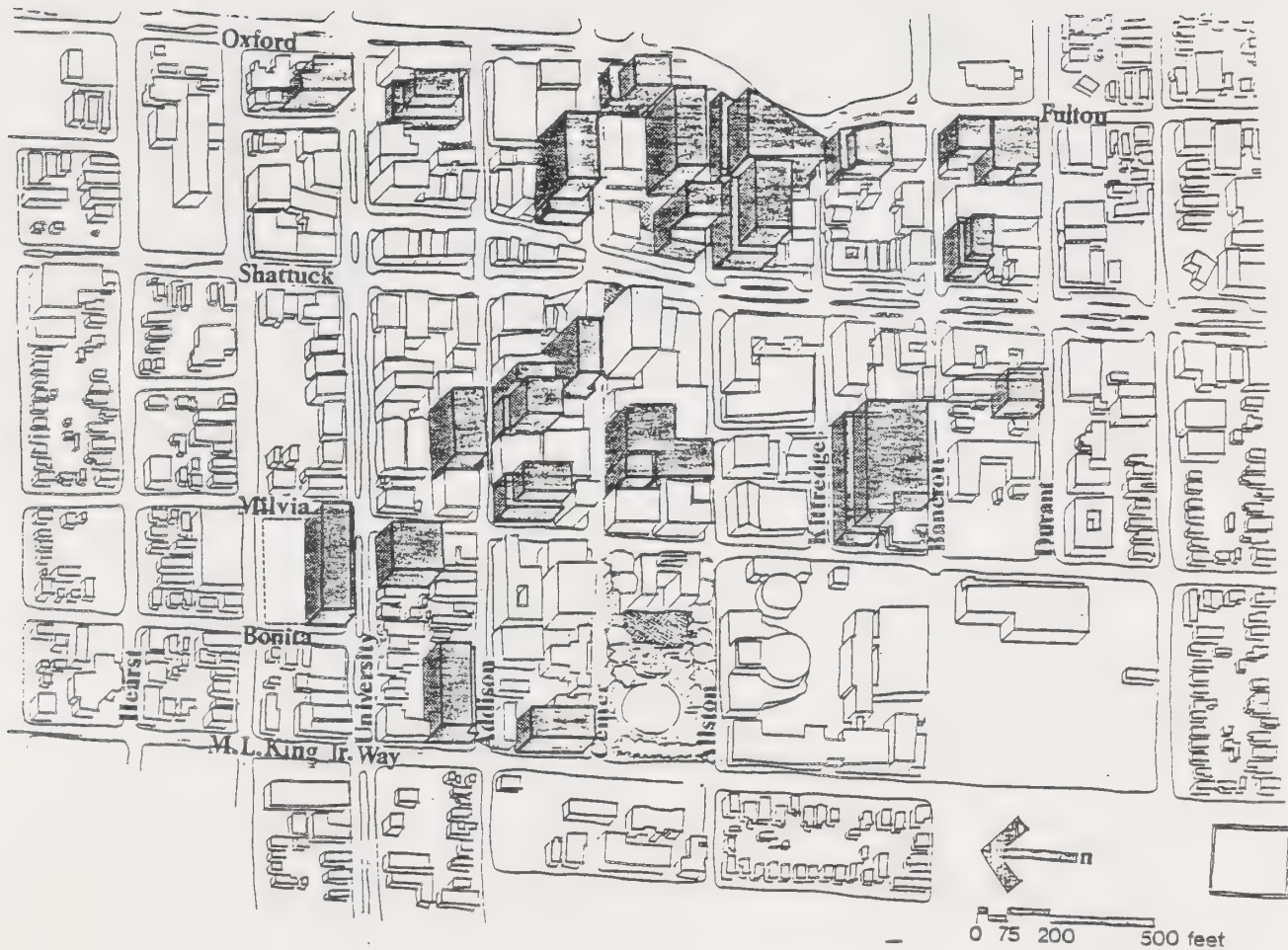
This development scenario would result in a downtown with roughly equal proportions of office (31%) and residential (32%) space. Commercial space would comprise 26% of the total built space, and auto and institutional uses would each comprise 5% of the total.

The additional 1,713,000 square feet of office and commercial space represent as much built space as thirteen Great Western buildings. A large anchor department store and many other shops and services could be accommodated in the commercial space. The additional office and commercial space could increase the downtown daytime population by approximately five thousand people. The new residential space could result in between 2780 and 7400 new downtown residents, depending on the type of housing constructed and according to the same calculations used in Scenario 2.

DOWNTOWN PLANNING:
DEVELOPMENT PROJECTION #3

BLOCK & PARCEL NUMBER	CURRENT USE*	DEVELOPMENT CAPACITY	PROPOSED LAND USE MIX:				
			OFFICE	COMMERCIAL	RESIDENTIAL	INSTITUTIONAL	PARKING & AUTO
2054	35,000 (A)	167,000	133,000	34,000			
2023 - 21	6,731 (P)	38,000	28,000	10,000			
2026 - 11	11,360 (P)	176,000	37,000	139,000			
2034 - 3	1,820 (P)	60,000	60,000				
1893 - 2,3,4,5	21,200 (P)	97,000	87,000	10,000			
2032 - 5	4,765 (C)	322,000	107,000	107,000	107,000		
	10,000 (P)						
2031 - 1	2,495 (C)	75,000	25,000	25,000	25,000		
	10,000 (P)						
2031 - 3,4	30,014 (O)	202,000	67,000	67,000	67,000		
2031 - 6,7	46,297 (C)	123,000	41,000	41,000	41,000		
2030 - 4,5,6,7	34,200 (P)	205,000	85,000	35,000	85,000		
2030 - 1,2	10,456 (O)	327,000	109,000	109,000	109,000		
	21,504 (C)						
	1,600 (P)						
	10,332 (I)						
2023 - 16,17	7,600 (P)	113,000	45,000	23,000	45,000		
	2,338 (O)						
2023 - 5,6,7	3,075 (O)	225,000	75,000	75,000	75,000		
	20,775 (C)						
2023 - 21	14,580 (A)	161,000		41,000	120,000		
2026 - 10	4,875 (C)	78,000	34,000	10,000	34,000		
	4,875 (O)						
2045 - 4,5	5,175 (C)	88,000		10,000	78,000		
	2,250 (P)						
2029 - 2	4,676 (A)	122,000		20,000	102,000		
2028 - 5, 13, 14	74,852 (P)	586,000		120,000	466,000		
	2,488 (A)						
2025 - 9	11,180 (C)	140,000		26,000	114,000		
2024 - 1	10,177 (A)	92,000		23,000	69,000		
2024 - 11,12,13,14	5,140 (C)	113,000		23,000	90,000		
	4,891 (O)						
	4,250 (A)						
2022 -	11,280 (I)	83,000		10,000	73,000		
1894 - 2	13,000 (A)	65,000			65,000		
1893 - 16	4,790 (C)	57,000		10,000	47,000		
1893 - 1	10,000 (I)	46,000		5,000	41,000		
TOTAL	480,041	3,761,000	933,000	963,000	1,853,000		
*LESS CHANGES IN CURRENT USES		(480,000)	(56,000)	(127,000)	----	(32,000)	(266,000)
NET ADDITION IN SPACE		3,281,000	877,000	836,000	1,853,000	(32,000)	(266,000)
EXISTING BUILT SPACE		3,827,000	1,346,000	1,008,000	435,000	405,000	633,000
NEW LAND USE TOTALS FOR DEVELOPMENT PROJECTION #3 (100% increase)		7,108,000	2,223,000	1,844,000	2,288,000	373,000	367,000
LAND USES AS A PERCENT OF TOTAL DOWNTOWN SPACE		100%	31%	26%	32%	5%	5%

Possible Development Projection Test Scenario 3



Illustrative: Test Scenario 3

DOWNTOWN PLAN COMMITTEE
DEVELOPMENT SCENARIOS

TABLE I
FINAL DEVELOPMENT TOTALS FOR EACH SCENARIO IN SQUARE FEET

LAND USE	CURRENT	SCENARIO #1	SCENARIO #2	SCENARIO #3
TOTAL BUILT SPACE	3,827,000	4,288,888	5,402,000	7,149,000
NEW DEVELOPMENT		538,000 (14% increase)	1,933,000 (50%)	3,853,000 (100%)
LAND USE: OFFICE	1,346,000	1,691,000	2,224,000	2,223,000
COMMERCIAL (service/retail)	1,008,000	1,202,000	1,434,000	1,844,000
RESIDENTIAL	435,000	435,000	924,000	2,288,000
INSTITUTIONAL	405,000	405,000	395,000	373,000
AUTO-RELATED (includes parking)	633,000	557,000	463,000	367,000
CHANGES OF USE*		(76,000)	(269,000)	(480,000)

NOTES: ALL SCENARIOS ASSUME NO CHANGE TO EXISTING RESIDENTIAL AND/OR LANDMARKED BUILDINGS.

SCENARIO 1:

Planned and permitted development, including the University Hall expansion, proposed Courtney building and City Center Hotel project. Change in land use inventory of 76,000 s.f. of parking and other auto-related space.

SCENARIO 2:

A 50% increase in built space downtown, assigned at a ratio of 2-1-1/office-commercial-residential use. Increased building sites results in a change in land use inventory of 269,000 s.f. (170,000 s.f. auto-related and parking, 99,000 s.f. commercial and office space.)

SCENARIO 3:

A 100% increase (double) in downtown built space, assigned at a ratio of 1-1-2/office-residential-commercial uses. Building sites result in a change in land use inventory of 480,000 s.f. (266,000 auto-related and parking uses, 214,000 s.f. commercial and office space.)

*Because of changes in use that would occur on properties that could be redeveloped, the total amount of built space in the downtown (row 1) does not equal the current amount of development + the new permitted development for each of the scenarios. The total built space in row 1 refers to the net result of locating new built space in the downtown.

Development Scenarios: Chart of Land Use Mix and Development Amounts
ILLUSTRATION 4

V. WHAT NEXT - THE PLANNING PROCESS

The Planning Process that is being followed for the development of the Downtown Plan is that outlined in the Citizen Participation Element of the 1977 Master Plan. This process emphasizes citizen participation coupled with periodic review by the Planning Commission.

The Planning Commission, which has the lead responsibility for the Downtown Plan, selected the organizations that were invited to send representatives to the area plan committee. This group of volunteers is an important link between the staff and the Commission and also advises the Commission on the Downtown Plan. The Downtown Plan Committee is chaired by a Planning Commissioner and represents the neighborhoods surrounding the Downtown and the many other interests that will be affected by the plan. (A full list of the committee is included in Appendix A).

After a period of data collection, the staff and the members of the committee became acquainted with the major conditions and trends affecting the downtown through a series of reports, summarized above in the report, then began to define the goals and policies for the Downtown. A community forum was held in the spring of 1985 to obtain public comments on needs for downtown, to be incorporate into the goals and policies. The full committee and various subcommittees then met numerous times to rework and refine the goals and policies statement included as section E of this report. While some further refinements still need to be made, particularly where there is duplication and uncertainty reflected in the provision of several options, the goals as presented do reflect a vision of future Downtown Berkeley and how it should work for its many different users.

During the development of the goals and policies it became apparent that there was a great deal of agreement about certain factors there were

identified for inclusion in all future identified alternatives or scenarios. These agreed upon points constitute the "common framework", the basis for all the different scenarios. This common framework represents a significant step in the development of a Downtown plan, because it represents the beginning of consensus building among a very diverse citizens' committee. A second public forum was held in Spring 1986 where this common framework was discussed, and it received a very positive response from those participating.

Building upon this common framework, staff and the committee has developed three development scenarios, or future development possibilities described earlier. These scenarios do not in any way imply specific development proposals at this time but represent possible levels and kinds of development for testing purposes. The future of the Downtown is so tied to circulation conditions and constraints that a serious review of the possible transportation effects of any scenario is an integral part of the analysis. Accordingly a transportation consultant, Cambridge Systematics, will be using multi-level computer modelling to test the traffic and transportation impacts of the scenarios. Staff and the consultant will then refine and change the scenarios to get as much useful information as possible for the decision-making process. This information will be coupled with data generated from other analyses, including fiscal impacts and how well each scenario meets the goals as outlined in the Evaluation criteria. This extensive information will then be used to develop a scenario which will become the basis for the plan itself.

Staff, consultants and the Downtown Plan Committee will analyze and review the extensive impacts and interrelationships among the many possible futures for Downtown Berkeley before the development of the plan. Therefore, it is anticipated that the draft Downtown Plan to be available in Spring 1987, an appropriate vision of Downtown Berkeley's future and a realistic achievable opportunity for the City. The draft plan will have extensive

public review at both the Planning Commission and City Council level prior to adoption.

The final step in the planning process will be the preparation of an Environmental Impact report, which will be prepared by an outside consultant.

It will be necessary for the Planning Commission and the City Council to certify the EIR as adequate before adopting the Downtown Plan.

Downtown Plan Committee

Denise Pinkston, Chair

Alan Goldfarb

Andrew Youngmeister

Dave Davis

Chuck Siegel

Robert Sicular

Dorothy Walker

Irving Rubin

Eli Cukierman

Kath Campbell

Neil Dunlop

Marie Anderson

Jeff Leiter

Sarah Essrow

Robert Feinbaum

Linda Veneziano

Thelette Bennett

Jim Novosel

Fran Violich

Marilyn Ziebarth

Elyce Judith

Gail Murray

Sue Stropes

Arlene Silk

Clifford Fred

Rob Olshansky

JoAnn Price

Stephen Swanson

Eric Parfrey

David Snippen

Planning Commission

Planning Commission

Landmarks Preservation Commission

Board of Adjustments

Transportation Commission

Board of Realtors

U.C. Berkeley

Downtown Business Association

Downtown Business Owner

ASUC Municipal Lobby

Milvia-King Alliance

Downtown Merchant

Chamber of Commerce

Grey Panthers-Downtown Resident

Le Conte Neighborhood Assoc.

North Berkeley Neighborhood

Berkeley High School

Berkeley Design Advocates

Downtown Planning Study Group

Flatlands Neighborhood

Urban Ecology

Berkeley TRiP

AC Transit

Berkeley Architectural Heritage
Ass'n.

At Large

At Large

At Large

At Large

At Large

At Large

Staff: Ruth Grimes

Judy Chess

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